TOWARDS A NEW PLAN for TORONTO

CITY OF TORONTO PLANNING BOARD

OCTOBER 1965

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ILLUSTRATIONS

ILLUSTRATIONS

CHAPTER I

A NEW PLAN FOR TORONTO

Toronto is continually changing. Suburbs thrust outwards, houses make way for apartments, office buildings climb ever higher, new subways and expressways are constantly under construction. Within twenty years the population of Metropolitan Toronto will amost double: by 1981 it will go from 1.9 million today to an estimated 2.8 million. Within a radius of fifty miles the population is now about 2-3/4 million; by 1981 it should reach about 5 million.

The scale of this growth is enormous. Not only will new development in new areas be needed, but also extensive change and redevelopment in older areas. It is a tremendous challenge. Already Toronto shows the strain of adjusting to the growth that has taken place up to now: expressways and subways are part of the adjustment. Will it be good enough just to go on growing as we have done when faced with this drastic expansion, an expansion to which there is no foreseeable end, even beyond the twenty-year period? Will Toronto be a fine city if it just continues to spread, million after million? Or should we try to plan a different kind of city, designed to meet this challenge? A tremendous responsibility, a tremendous opportunity, lies ahead of us.

relation to Metro Plan

As the centre of the region, the City of Toronto must take the brunt of much of the growth and change. Here is the great business centre, the shopping, the entertainment, the government institutions, and all the other things one looks for in the heart of a great city. As is clear from what is now taking place and the still vaster schemes to come, it is thriving and vigorous. Many people, especially young adults, will be drawn to live near it, and everyone should be able to reach it and to enjoy it.

All this new development in the City must take place among the old. And as the City is quite extensive, the actual changes within the foreseeable future will only affect a modest part of it. It will be important to make sure that the old can live harmoniously with the new and that the aging parts of the City are preserved and enhanced. The total City, old and new, must be as fine as we can make it.

To ensure that we achieve this it is important to have a good plan and to stick to it. It takes the efforts of many people, working towards the same objectives, to make a fine city. If they are all at odds the result is bound to be chaotic. A plan can present a concept, a picture of the kind of city we hope to achieve and the way we see it growing and changing in the future. It can be a guide to those who wish to build and to those who wish to keep their property, to the municipality, to other governments and agencies.

not clear what the meaning

When such a plan is officially adopted by the municipality and obtains provincial approval, it becomes an "Official Plan" which governs the city's subsequent actions, both in works for which it is responsible, such as roads, sewers or renewal programmes, and also in regulating private development through zoning by-laws and other controls.

Because of the size and complexity of the City of Toronto it has been subdivided into a series of districts which can be understood in sufficient detail to cope with local problems, including redevelopment. For each of these a District Plan is prepared, and it is intended that these will become an important part of the Official Plan. Some, for the Annex, Rosedale, Deer Park, Downtown, the Don and Eglinton Districts, have already been completed, and others are in preparation.

But the broad picture must also be set out for the entire City in a general plan which will take into account the City's position within the region, and the issues, policies and programmes for the City as a whole. It must be recognized that the City is a part of Metropolitan Toronto and have regard for Metropolitan policies and plans.

It is to this broad picture, the general plan as a key part of the City's Official Plan, that this present report is addressed. There is an existing Official Plan that was adopted in 1950, before the formation of Metropolitan Toronto, but this is now out of date in many ways. It is proposed to make a number of substantial revisions to it which will result in what is effectively a new Official Plan. This will consist of the general plan for the whole City plus a series of District Plans, elaborated as necessary by greater detail. The general plan will be drafted after the contents of this report have been discussed and reviewed with many people to ensure that the issues are fully understood and the proposals seem acceptable.

Naturally, the plans must be realistic. They must deal with what exists and what can be expected to happen, with the demand for new growth, with increased movement, with the aging of older areas. They must be within the bounds of what is possible. They must try to foresee changes that will take place, due to increased prosperity, greater leisure, changes in employment and many other trends. They must recognize the rising importance of the City and people's expectations of it. They must recognize Toronto's needs and potentialities so that everyone can see how he can contribute to achieving the finer city that Toronto can be.

CHAPTER II

THE CONCEPT OF THE PLAN

The Role of Toronto

"The city is the people." This expression dramatizes the rather obvious fact that cities are large groups of people who have come together in one place to live and work, and not just the collections of buildings they occupy. There are very special activities concentrated in cities, the ones that require the collaboration of many people, such as commerce, trade and government, and the ones that cater to large numbers, such as shopping, entertainment and hospital services.

Many cities have a special character due to the particular activities that are dominant in them. Some are centres for particular industries, some are ports, transportation and distribution centres, some are seats of government, some are fine places to live and become centres for industries and business that follow the people. Toronto is basically an administrative and control centre for both government and business. One third of the purchasing power of all Canada is within 100 miles of Downtown, and the remainder is divided roughly equally to the east and to the west. But Toronto is the centre for administration and decision-making through a much larger area than its immediate region: it is a national and international centre of trade and commerce.

Toronto, of course, also provides its region with specialized professional, business, cultural, educational, entertainment, shopping, and a myriad other services. It is truly a regional centre, Downtown in particular being the heart of the region.

The very existence of this large city with its rich region, and the fact that distribution is good in all directions, has helped bring about the growth of a very diversified industry, mostly producing goods for this market, particularly finished products requiring skilled staff. It is an industry which is prosperous in an expanding, competitive market and which must keep advancing as new techniques are developed, to maintain its position.

In its many different activities Toronto is a city that depends greatly on its people, on their intelligence, skill, enterprise and ability. It is not based, like many cities, on the exploitation of local natural resources, or on a great port, but rather on a great variety of human activities that have congregated together. And the continued success of these activities, and of Toronto, depends in large measure on being able to ensure that the people who are needed to sustain this success are drawn to Toronto and that they, and the rest of the people of Toronto (who are such an important part of the picture), are given every opportunity of developing to their full potential.

It seems clear that it will be most important to ensure a rapidly rising level of education so that people can keep pace with the accelerating rate of advance in all those fields in which Toronto specializes. It will be necessary to make the City more interesting, attractive and stimulating to draw and to hold people who can make a contribution. As Toronto depends on people, so it must attract them and nurture them. It is an economic necessity, not just a fine ideal.

GEORGIAN BAY

100 MILES

50 MILES

PETERBOROUGH

OSHAWA

TORONTO

CANADA

U.S.A.

ONTARIO

LAKE

GUELPH

KITCHENER

GALT

HAMILTON

ST.-CATHARINES

NIAGARA-FALLS

LONDON

BRANTFORD

WELLAND

BUFFALO

LAKE ERIE

TORONTO IN THE REGION

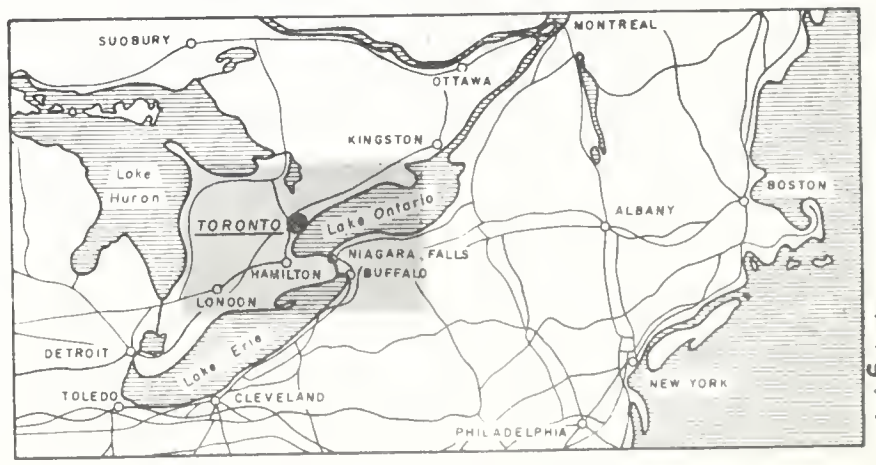


Fig. 1

As time goes by this will become more and more evident as the routine, unskilled jobs diminish while the professional, highly-skilled and demanding jobs increase. It will be more and more important that the prime activities of the City, governmental, business and industrial, be conducted with a full understanding of developments that are taking place in all fields. This demand will be met in part by the widespread use of computers that will make correlated information available on a wide range of issues, but it will also place very heavy demands on people. It is highly probable that consultants and the faculties of the universities will be called upon to make greater and greater contributions, while those in business, government and industry will be expected to improve their knowledge and understanding so that they can make the most intelligent decisions.

The Future of Toronto

Toronto has been a key administrative and control centre from the time it was founded. The site was chosen by Governor Simcoe because it had a good harbour and could be defended, but it was as a provincial capital, rather than as a military camp, that it soon gained importance. The role of government was far-reaching, and alongside it a business and financial community soon grew up. Toronto (then named York) was on its way to dominating the economy of Upper Canada, and subsequently of the provinces that opened up to the west.

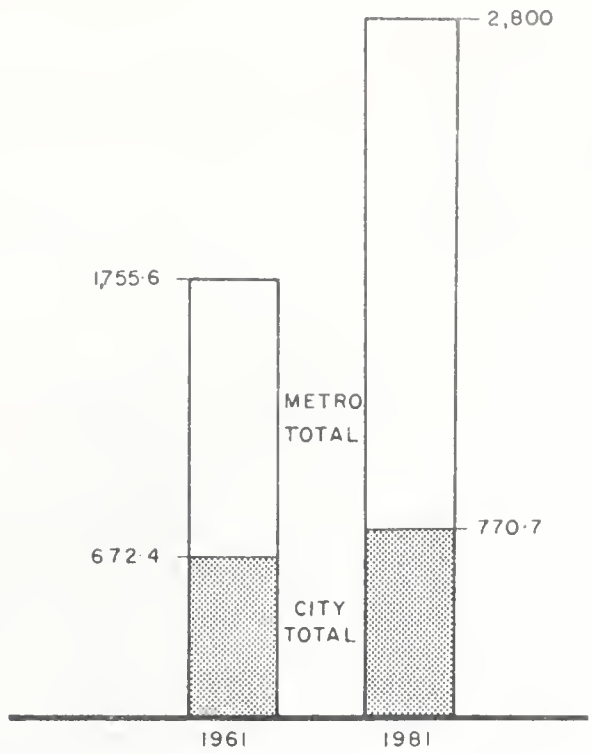
Roads were built out from the city, helping to focus trade as well as facilitating government and defense. Perhaps the most dramatic change came with the construction of the railways. Before that time many small towns had grown and flourished throughout the region; the roads were so poor and transport so slow that nobody cared to travel further than they must, so towns served local areas. But the railways cut through, providing rapid transportation to selected centres. Toronto grew rapidly, and a few other centres also expanded, but most small towns stagnated or even declined, and some disappeared entirely. This situation continued until the automobile became widely used and good roads were built. Gradually people and industry have spread outwards from the City as this became more practical while problems of congestion in the expanding City became more serious. This trend is still continuing.

Now we are in a period of continuing expansion that seems likely to go on as far as we can foresee, roughly doubling the size of Metropolitan Toronto every twenty years. Since it also means rebuilding many of the central services we must at least double the amount of construction every twenty years. It is hard to grasp the full significance of this tremendous scale of development. On the one hand it is a great opportunity, on the other it is a severe responsibility. The opportunity is obvious: if we are building at this tremendous rate we can bring about a major reshaping of our community in the foreseeable future, even accepting that much of what we have now must continue with little change. The responsibility is equally obvious: with such huge investments involved and such a vast scale of change inevitable, it is essential to ensure that we guide it wisely and do not just let it happen in a way that may give rise to increasing problems, jeopardizing the success of the city.

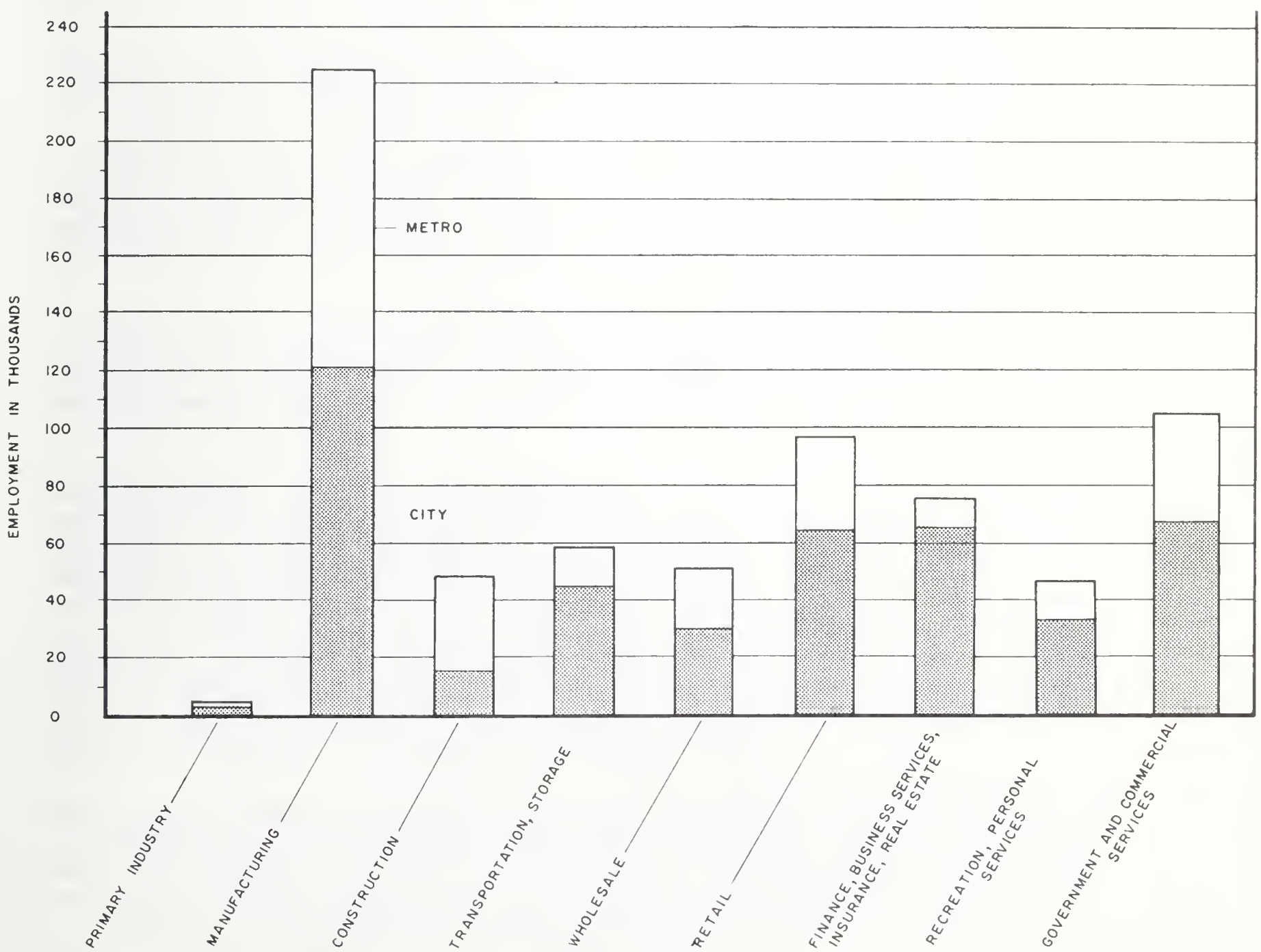
Fig. 2

TORONTO IN THE METROPOLITAN TORONTO PLANNING AREA

POPULATION (in thousands)



EMPLOYMENT 1960



The change in scale of this growing city is of great concern. The automobile has made it possible for people to spread out over wide areas. The more they spread the more they are obliged to depend on the automobile, since public transit, by its nature, requires concentration, and the further they have to travel on their various trips. People also tend to travel more as they have more leisure.

The fact that a continuous outward spread would bring more and more automobile traffic should be reason enough to question whether this is a satisfactory way of having the city grow. The lessons of congestion of central areas and the tyranny of the car are clear enough already. But there are many other reasons. The more the city spreads, the more people become divorced from the countryside and from the city centre. There is little relief from the city and little to choose between many parts of it. Adapting the city to its continuing growth by building new arteries, new services, new buildings, becomes more difficult as they are superimposed on the existing city: expedient decisions are made in response to urgent needs and tend to result in a patchwork of compromises.

Looking at the broad picture of what is happening in the region it is possible to make some alternative suggestions. The centre of Toronto is a strong centre for the region and it seems essential that it should remain so. It should be readily accessible to everyone so that they can enjoy it to the full and so that it can work effectively, an essential because of its fundamental importance to the economy of the region. As far as possible, access should be provided by mass transit, to minimize reliance on cars. This is already recognized in the inner, densely-occupied areas, by the construction of the subway, but the subway is limited to the inner areas because of its low speed. As the region grows commuter trains will provide a service that will suit the outer areas better because of their high speed.

For mass transit to work effectively, new development must be channeled to focus on it. Unless it is easy to reach and use, people cannot be expected to use mass transit and so its purpose will be defeated. It would therefore be logical to concentrate new development around stations on commuter train lines.

Considering the scale of development that is foreseen, this could very well mean that there should be a series of new cities in the region, each focussed on a commuter station from which trains would link it to the other city centres, and particularly to the centre of Toronto. Each city should be designed to provide convenient transit to the city centre, and from there people could travel rapidly to other city centres. This should give them an effective choice between transit and car and should minimize the need to construct expressways. These would, of course, still be needed for all the types of traffic (trucks, business cars, etc.) and scattered trips that would not be served by commuter lines.

Each of these cities could have a centre to provide its own shopping, government, etc., and perhaps some regional services. It could be a fine place for people to live, and if the commuter service was fast some might well find it more convenient to live in such a city than in the outskirts of Toronto. They would have a choice which could make it possible to avoid the worst effects of an overgrown Toronto.

Fig. 3a

STRUCTURE OF CITY CENTRES IN THE REGION

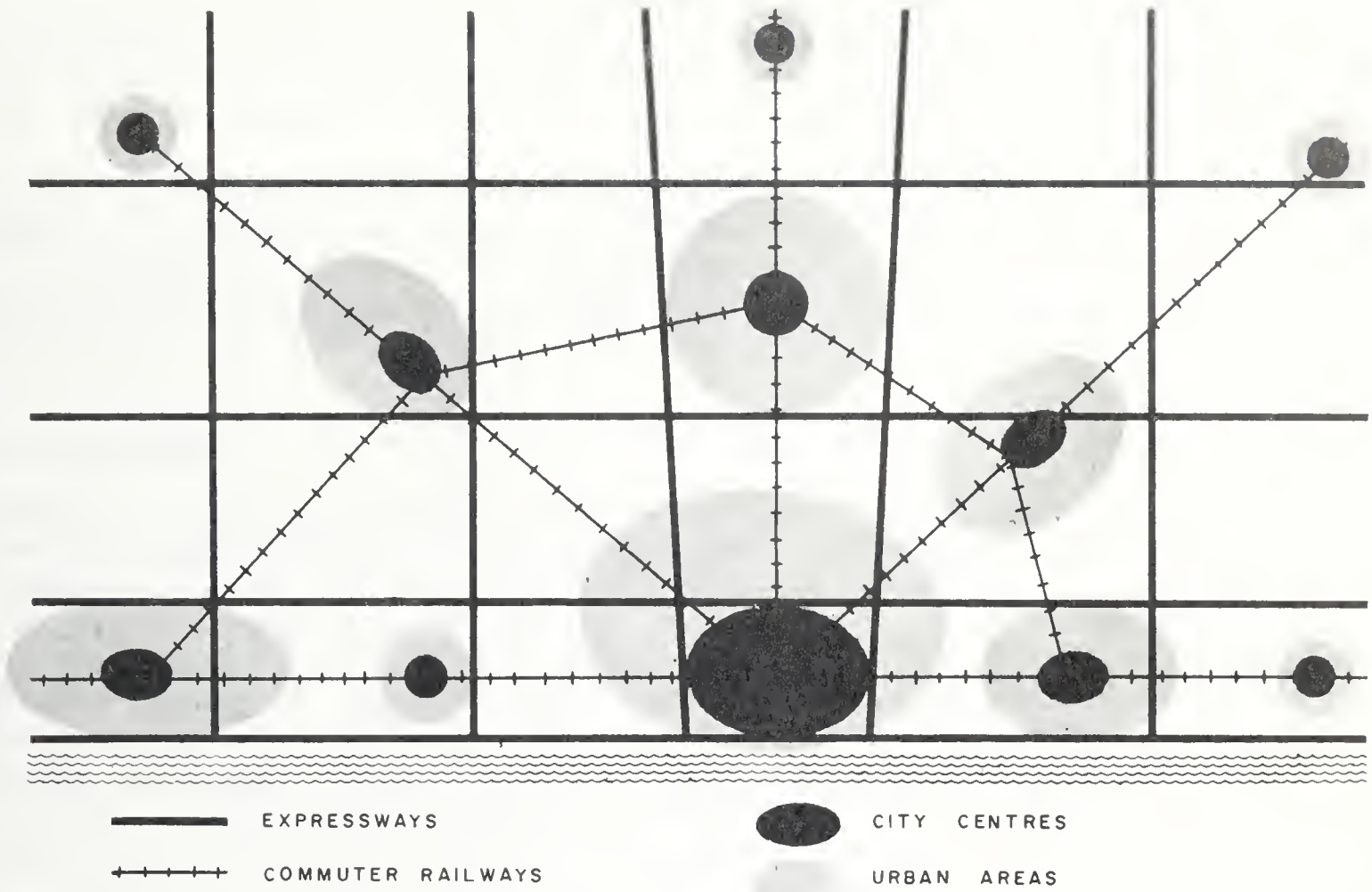
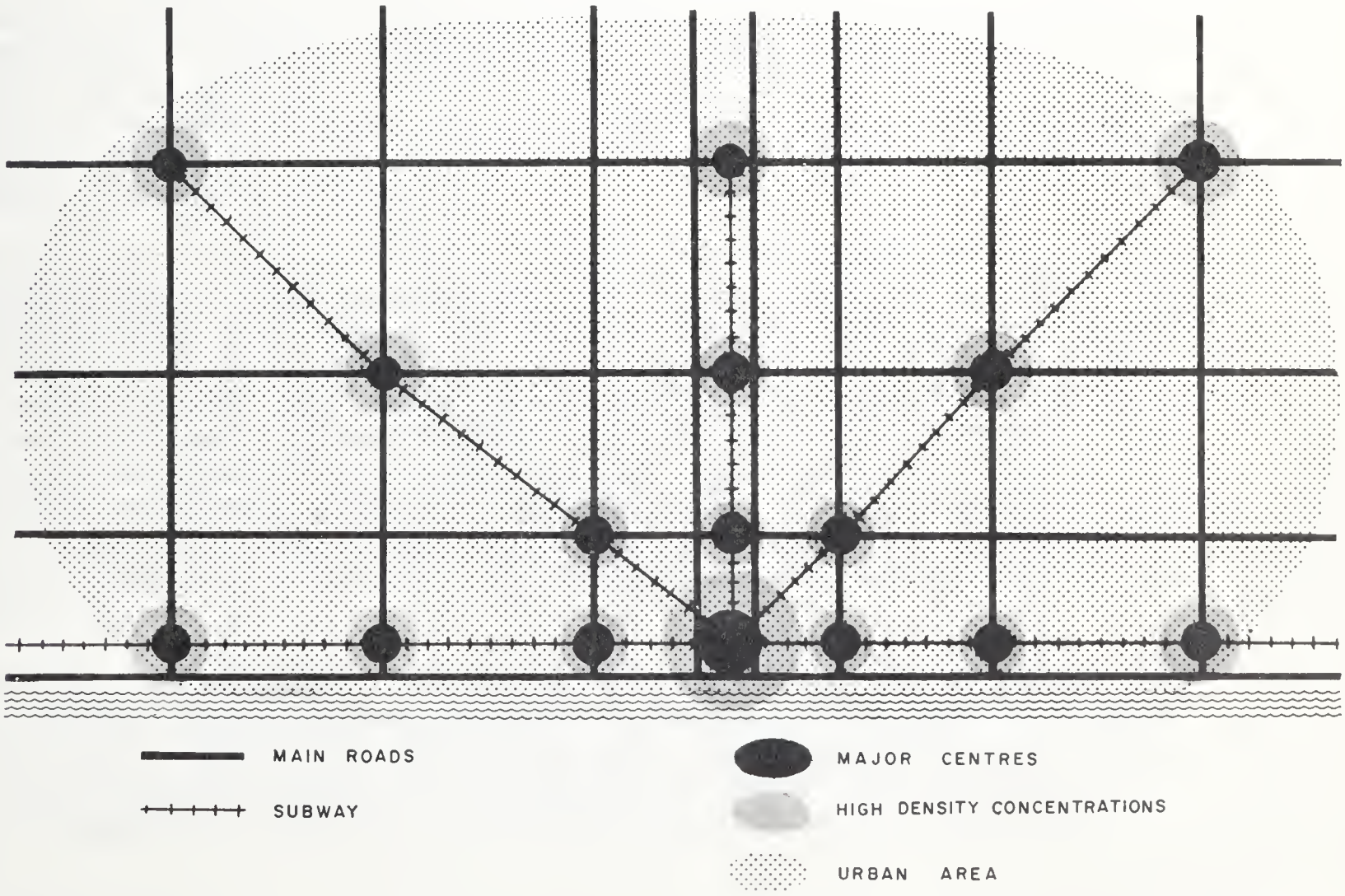


Fig. 3b

STRUCTURE OF CENTRES IN THE CITY



In and around such cities, perhaps even between them, could be industrial districts, airports, cemeteries, hospitals, zoos, the major parks and recreation areas, some farming and similar uses that require lots of space and do not generate intensive traffic, except for recreation.

This would give us a broad picture of Toronto at the heart of the region and a number of other cities around it, each connected to Toronto, and one another, by commuter train service. Expressways would provide for the necessary inter-city car and truck traffic. These cities could vary greatly in size and style. New ones could be added as needed to take care of growth.

The Plan for Toronto

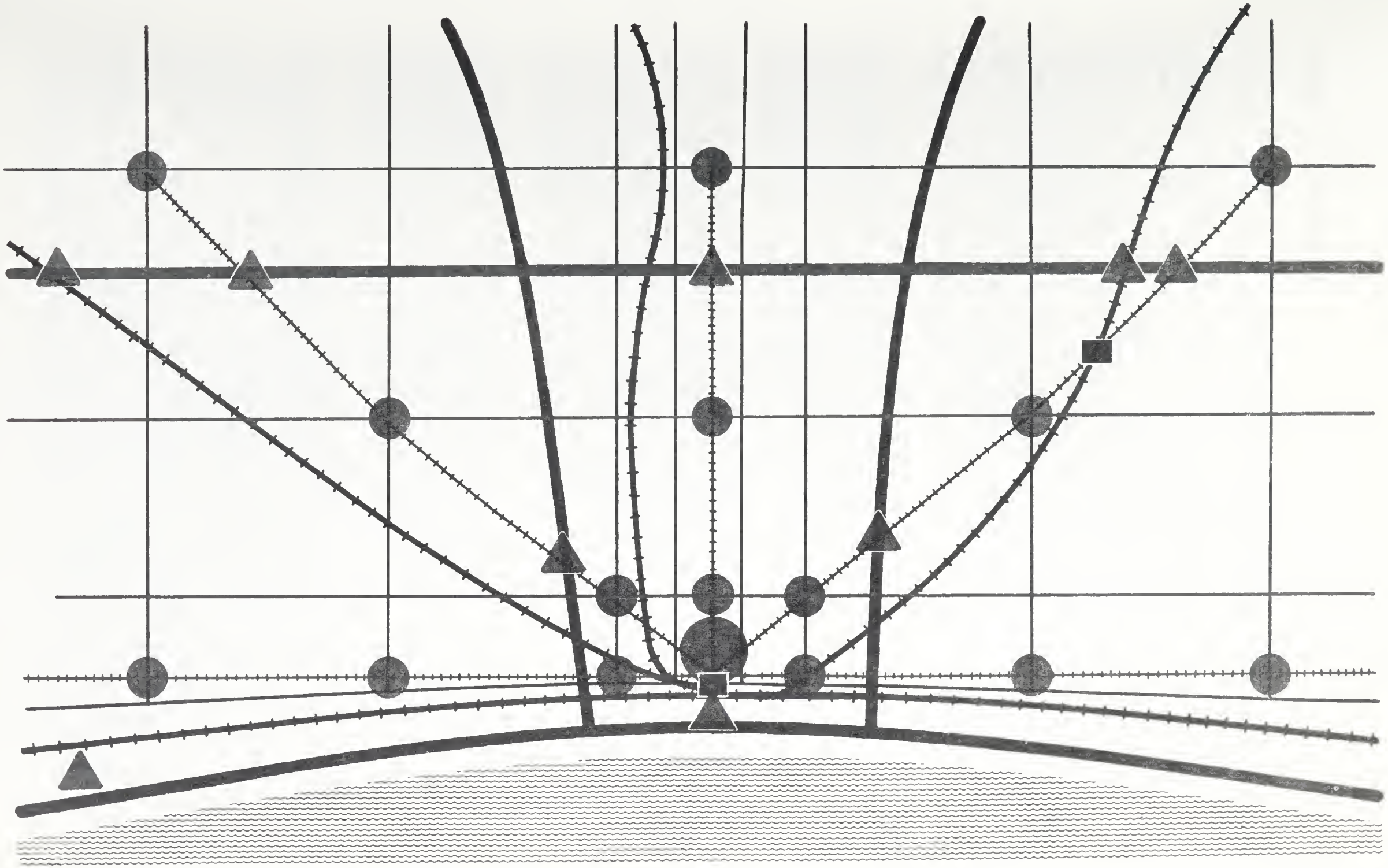
This system of concentrating development on the main transit routes and also providing these concentrations with adequate roads should also be applied within Toronto. In this case the subway is the equivalent, at the city level, of the commuter train at the regional level, and the surface artery is the equivalent of the expressway. Major commercial centres should be located on subways at important road intersections. Apartment concentrations and shopping centres should also, wherever possible, be located near major subway stations. These concentrations would thus be at the transportation foci, providing the greatest encouragement to use transit and resulting in the minimum disturbance to other areas.

Around the centres would be the tributary areas - houses at lower densities, industries, parks and other activities.

This would provide a very clear, logical structure for Toronto, as for the region beyond. People would be able to understand how it worked and their part in it. Because of the ease of access to all centres they could take advantage of all the facilities these provided. In particular, Downtown Toronto would be readily accessible to all so they could use and enjoy it freely. It, in turn, must be clearly organized so that everyone in the region can see what is there and how to reach it. It must have all the activities people want and need in such a centre, it must be interesting, handsome, exciting and enjoyable.

Superimposition of the regional transportation system (commuter train lines and expressways) on the City and its local system (subways and main roads) creates problems in Toronto. It is such a big city that the regional system works within it to some extent, and affects the local pattern. The best results can be obtained by clearly linking the two systems together into one articulated whole. Drivers would be encouraged to transfer from expressway to subway wherever possible, and rail commuters might also be given this opportunity if it served their needs. Parking should be located where people could leave their cars and go on to their destinations by transit. This is particularly important with traffic heading to the city centre.

Organizing Toronto clearly in this way would encourage the growth of distinct centres where the essential city functions could be concentrated. It would also establish an efficient, well-understood pattern into which future development could fit. The pattern of change could be foreseen and the necessary policies established for the different areas.



REGIONAL TRANSPORTATION
- EXPRESSWAY
- RAILWAY

CITY TRANSPORTATION
- MAIN ROAD
- SUBWAY

- CENTRES
- TRANSFER ROAD TO RAIL
- TRANSFER RAILWAY TO SUBWAY

TRANSPORTATION AND THE CITY STRUCTURE

Fig. 4

CITY OF TORONTO PLANNING BOARD

Aspects of the Plan

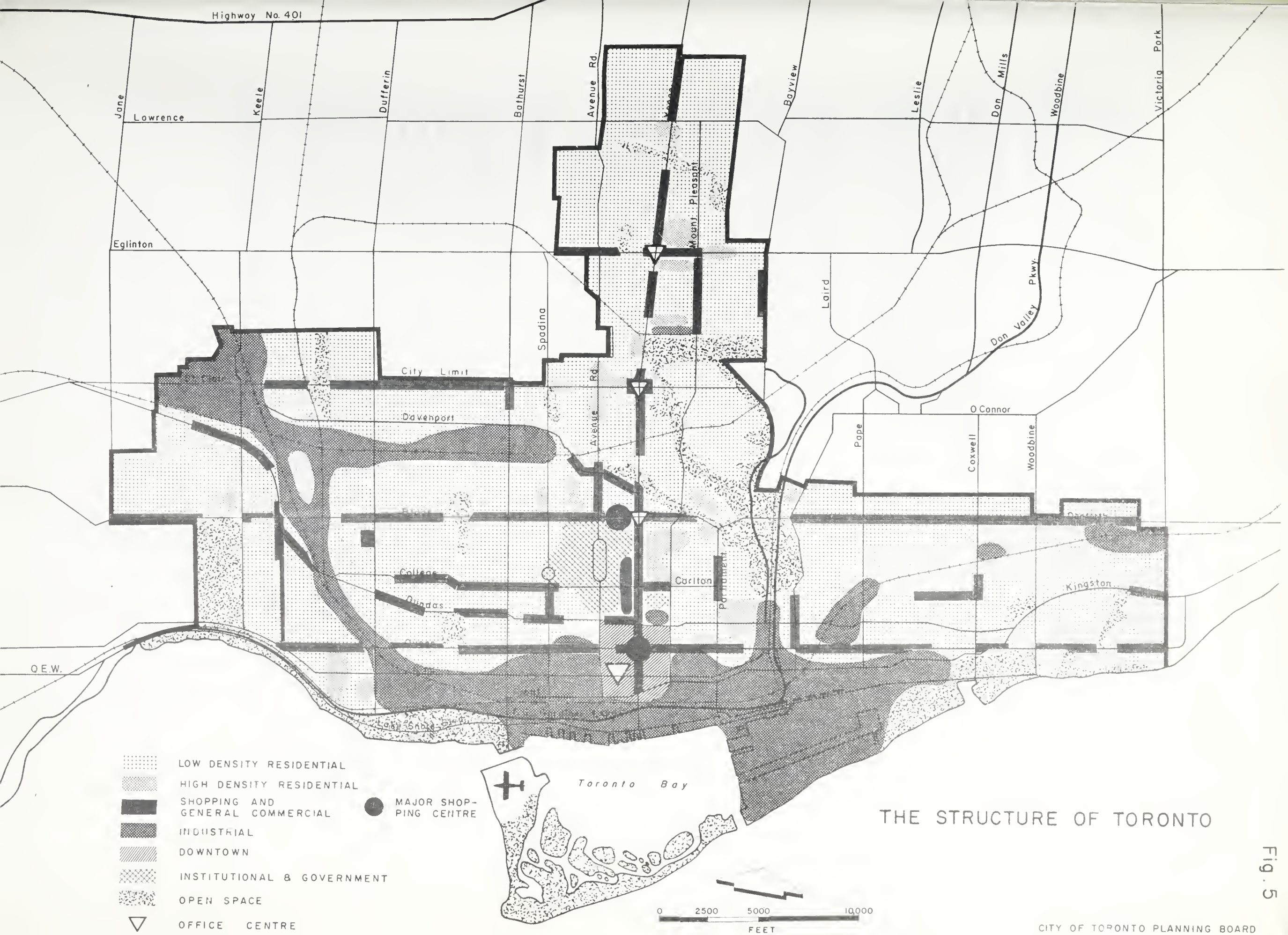
Many changes will take place within the City as Toronto grows. The main commercial centres will continue to expand, local shopping will undergo reorganization, industrial areas will need modernization, the great regional institutions will become more important, and Downtown will become a greater centre, more diverse and exciting. But perhaps the greatest change will be the change in the City's population, and the many demands this will bring in its wake. We are entering a period where, because of the postwar boom in the birth rate, there is a rapidly increasing number of young people from 15 to 25 years old. This is true of the entire Canadian population, but it is even more extreme in Toronto, where young adults are inclined to concentrate because of the City's attractions. This part of the population could double by 1981, a phenomenal increase. Many of them find that apartments suit them, and a major growth of apartments can also be expected, at an average rate of about 3,000 per year.

In addition these young people will require greatly increased educational and recreational facilities. High school accommodation will have to be nearly doubled, and the various colleges and universities providing advanced education will have to take nearly three times as many students from the City. The major ones, the University of Toronto and Ryerson Institute, will also take many more students from outside the City.

It will be necessary to find space for these new high schools and colleges. This will be difficult because the City is already built up, and sites will have to be sought wherever the opportunity arises. The new buildings will be costly and their operation will add greatly to the expense of education. New ways of financing will be needed, as otherwise the costs will be beyond the reach of the community. But it is imperative that adequate schooling be provided so that Toronto can prosper. It will need its residents' abilities developed to the full.

These active young adults will also require lots of opportunities for recreation and for constructive participation in many programmes. Recreation will be a major civic responsibility: the City has built up good skating rinks, swimming pools, tennis courts and recreation centres in recent years but much more will have to be done, both in amount and variety, to meet the rising need. This will be very costly.

The new apartments should be concentrated around the transit centres, and well served by shopping, parks, and recreation. They should be carefully staged in step with the provision of the necessary public services, and so as to ensure that not too many areas are opened to development at one time. Otherwise, there will be widespread uncertainty about the future among residents of areas which, though designated for apartment building, will in fact only be patchily redeveloped. This uncertainty can cause deterioration, since people are often unwilling to maintain their property if they think change is imminent. At the present time there are many areas already designated for apartment buildings, enough to accommodate all the growth that can be expected by 1975, so it is important to exercise great caution in designating any additional lands on increasing densities.



THE STRUCTURE OF TORONTO

Fig. 5

CITY OF TORONTO PLANNING BOARD

By far the larger part of Toronto's residential lands will, of course, remain essentially as they are. It will be very important to ensure that they are well maintained, improved where necessary, and modernized to meet changing needs. A continuous, extensive City improvement programme will be necessary. This should eliminate pockets of blighted housing, and bring about an overall improvement in the City's residential areas.

A programme to improve industrial and commercial areas will also be needed. Toronto's industrial areas are generally very active, with many new businesses coming in even as others move out to find larger premises. But many buildings are getting old and modernization will be needed. Shopping areas also will have to be adapted to new ways if they are to remain competitive. All of these programmes will take a lot of hard work, and money, if the City is to keep pace with the need to adapt and improve.

Throughout everything that is done there must be a constant attempt to make Toronto a fine city, one that will offer its citizens good homes in attractive neighbourhoods, variety and interest and handsome design in public places. The standards of new building, of apartments, offices, stores, hospitals and all the other things that go to make a great city, must be such that they will maintain their quality over the years, continuing to be enjoyable for many future generations. The main features of the City's site, the waterfront, ravines and escarpment, should be constantly enhanced for all to enjoy. The subways and highways should be made as pleasant as possible for the millions who travel them daily. And above all Downtown should be a place of charm, beauty and excitement, a place that people will want to go to because it is designed for them. They should have a chance to understand their City and know that it is good.

Summary

The aim of the new plan for Toronto is to produce a more clearly and efficiently arranged City, with residential districts separated from industrial areas and focussed on their own sub-centres, with apartments, shopping and secondary office districts concentrated along rapid transit lines, and with the whole pattern in turn focussed on an accessible, clearly organized City centre which serves not only the whole City but also the whole region. It is also the plan's aim to make the City a better place to live and work in, to shape a rich and exciting downtown area, to maintain high standards in new development, to improve and protect the great part of the City that will not see radical change, and to encourage the rebuilding of areas too decayed to salvage.

The following chapters will describe these aims, and how they can be accomplished, in greater detail.

CHAPTER III

RESIDENTIAL DISTRICTS

The Background

At the beginning of the twentieth century Toronto was still quite a small city. Most of the urban area was contained within Bathurst and Bloor Streets and the Don River, with extensions along the railways westward beyond Dufferin Street and eastward as far as Pape Avenue. The next twenty years brought a great surge of building that filled most of the available land within the present City limits to the west and extended to Greenwood Avenue in the east. The twenties saw the building up of most of the remainder of the present City, including North Toronto and the east end, and the beginnings of large-scale growth beyond the City limits. Building was almost at a standstill during the depression and war years; then another wave of growth, still in progress, carried the limits of the urban area far out into the suburban municipalities.

At the end of the Second World War and for the next decade, apartment buildings were not a prominent feature of the Toronto scene. Many such buildings did exist, but they were scattered and for the most part small. Such large buildings as those on Yonge Street south of Lawrence Avenue were exceptional. But the enormous growth of the urban area during the fifties brought about a reaction, and the building of apartments took place on a rapidly increasing scale in places from which the employment and facilities of the central area were within easy reach, particularly along the route of the Yonge Street subway. During the decade 1955-1964, there was a net increase of nearly 20,000 apartment units in the City. Not only the total volume but the physical form of the buildings changed radically; instead of small walk-ups or fairly inconspicuous elevator buildings of six or eight storeys, tall slab blocks began to change the Toronto skyline, permitting hundreds of people to live where only a fraction of the number had lived before, and by their sheer size threatening the character and charm of the old, tree-shaded streets. To meet this situation, the City in 1957 adopted new zoning standards to restrict the locations in which large apartment buildings could be erected, to limit their density (the ratio of floor space to site area) and to require the provision of tenant parking, setbacks, and landscaped open space.

Despite the rapid growth in the number of apartments and the conspicuousness of the tall new blocks, they occupy only 2% of the built-up area of the City. Houses still predominate in Toronto's residential districts, large and small, detached, semi-detached and duplexes, rooming houses, houses converted to flats, modest houses and mansions. The quality of these houses as they are today corresponds very closely in general distribution to the stages of the City's growth. The suburbs of the twenties - Rosedale, North Toronto, large parts of the east and west ends of the City - are pleasant, attractive areas with sound, often large, houses. In these areas a healthy new cycle is under way, as middle-aged and elderly residents are replaced by middle- and upper-middle class families, often young, who are attracted by the large houses and the relative convenience. To the west and east of the central area, much of the housing built in the early part of the century is still sound and well-kept, the streets attractive, providing good accommodation for people of moderate income. In these districts

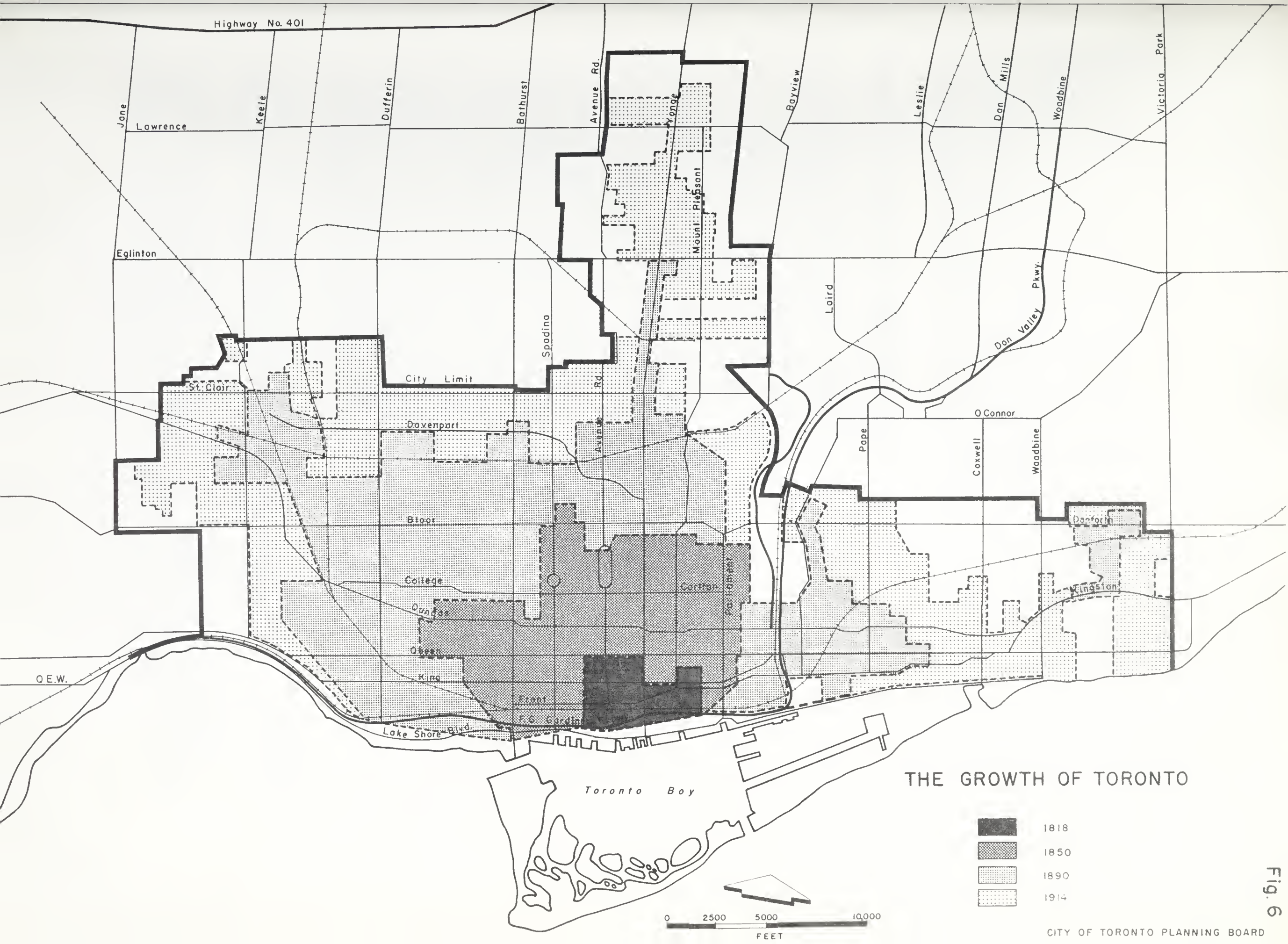

Highway No. 401
Jane
Lawrence
Keele
Dufferin
Bathurst
Avenue Rd.
Yonge
Bayview
Leslie
Don Mills
Woodbine
Victoria Park
Eglinton
Mount Pleasant
Laird
Spadina
Don Valley Pkwy.
City Limit
St. Clair
Avenue Rd.
Davenport
O'Connor
Pape
Coxwell
Woodbine
Bloor
Danforth
College
Carlton
Parliament
Kingston
Dundas
Queen
King
Front
F.G. Gardiner
Lake Shore Blvd.
Q.E.W.
Toronto Bay
THE GROWTH OF TORONTO
1818
1850
1890
1914
0
2500
5000
10,000
FEET
CITY OF TORONTO PLANNING BOARD

Fig. 6

there are distinct ethnic areas where different immigrant groups predominate. But in the inner part of the City, bounded on the north roughly by College and Carlton Streets, and by the long arc of railway lines from Lansdowne to Logan Avenues, most of the houses which have not been displaced by industry or commerce were built in the nineteenth century, and while most of them still provide reasonable accommodation and even, in places, very pleasant homes, there are also numerous patches of housing which does not, by present-day standards, provide acceptable living conditions. A start has already been made, in the Regent Park North, Regent Park South, Moss Park and Alexandra Park projects, on replacing the worst of these buildings with new public housing and improving the remainder.

Prospects: Population, Households, Housing

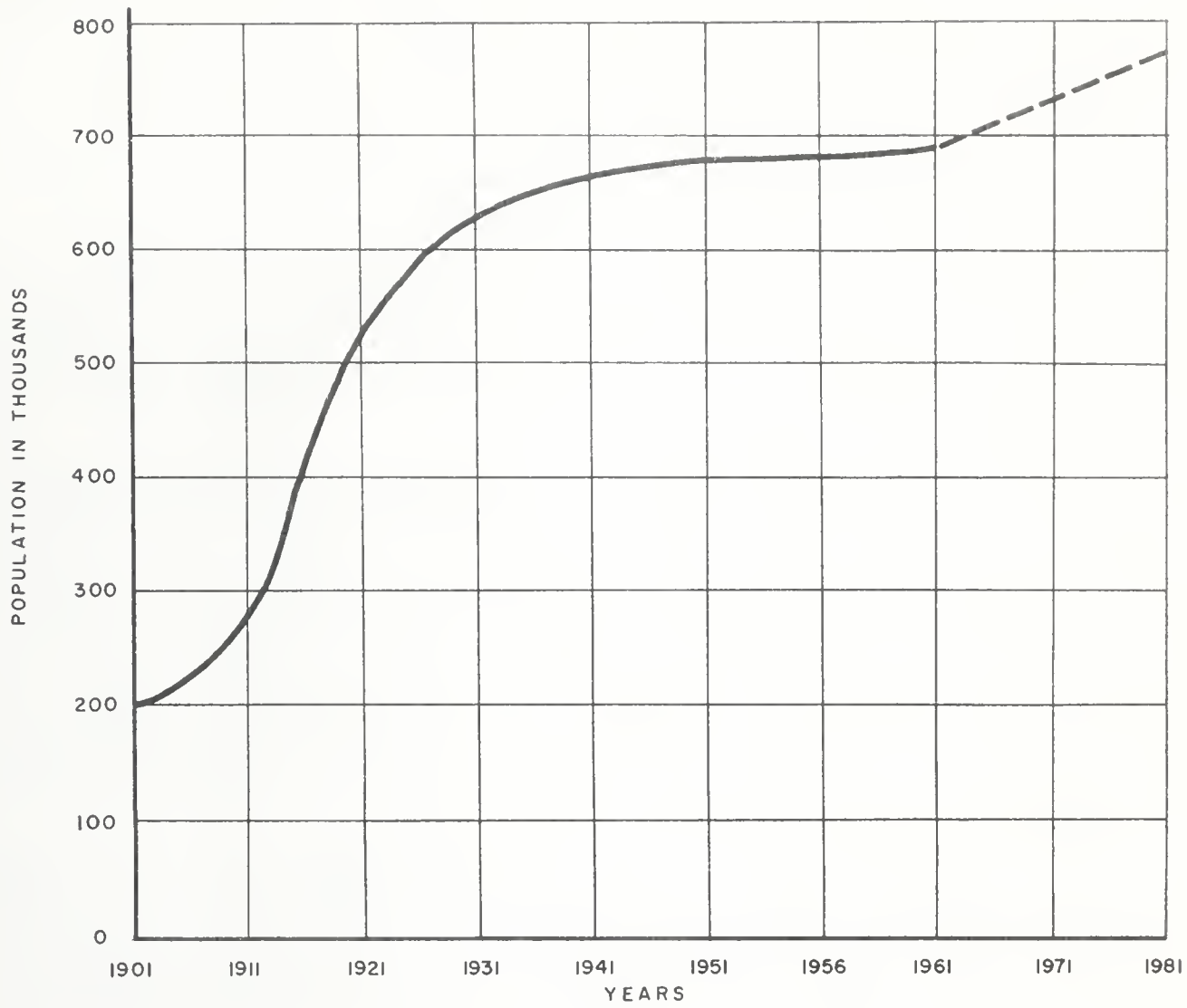
In 1951 the population of the City reached nearly 676,000, then dropped to less than 668,000 in 1956. It was commonly assumed that a peak had been reached, that with housing giving way to other uses and young families making their homes in the suburbs, the City's population would stablize or even continue to drop. This theory, however, failed to take account of two facts. One was that the young adults who were of an age to marry and start families during the fifties were themselves children of the depression years, a period of low birth rate, so that they represented an abnormally small proportion of the population. After the war the birth rate climbed sharply, and it is the children of the post-war years, the years of the "baby boom", who will be producing families in the sixties and seventies. Thus the present period is one of rapid increase, both absolute and proportionate, in the numbers of children and young adults. The second fact which was not foreseen in the predictions of a decline in the City's population was the attraction of the City for the young adult. The fifties were years of extremely rapid suburban growth, almost entirely in the form of houses built under the provisions of the National Housing Act and designed for the young family. Typically, the young couple sought such a house as soon as their first, or perhaps second, child was born, and to a large extent this is still the case. But even for many young families the City is preferable, for financial reasons or for the sake of its convenience, and more particularly it attracts the rapidly growing numbers of young people in their late teens and early twenties, not yet married or newly married and still childless, the students and those just entering the job market. For these the suburban house has little attraction, while the City has a great deal: suitable accommodation (small apartments, furnished rooms); a wide choice of jobs; easy transportation; entertainment and recreation; night courses; in general, convenience to everything that makes up their lives.

The net result of these two factors as far as the City is concerned can be expected to be, not a decrease, but a substantial increase in population, accounted for entirely by young people, as shown in Figure 7.

To the forecasts indicated in Fig. 7 there is a necessary qualification: they represent what might be described as the "natural" demand based on national and regional demographic trends and on the special characteristics and functions of the City within the province and the metropolitan area.

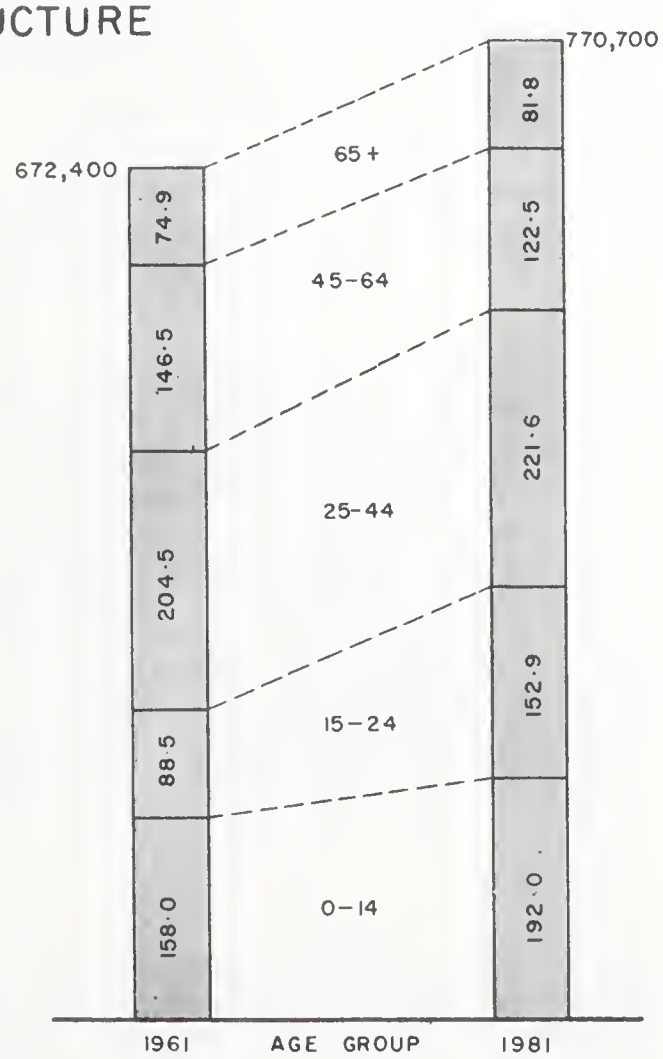
Fig. 7a.

CITY POPULATION 1901 — 1961



CHANGE IN AGE STRUCTURE 1961 — 1981

Fig. 7b.



They assume that there would be accommodation to meet the demand, and could be altered by changes in economic conditions, public policy or other factors. Assuming that this will not occur, however, the City's population would grow by almost a hundred thousand, two thirds of this increase accounted for by young people of 15 to 24 and the rest by younger children. The population over 25 would remain almost unchanged, relatively small increases in the numbers of people from 25 to 44 and over 65 being offset by a decline in the numbers from 45 to 64. As a result, not only would the total population be much larger but its age structure would change considerably. The proportions of young children (under 15), of adults from 25 to 44, and of elderly (65 and over) would be roughly the same in 1981 as in 1961, but the proportion in the late teens and early twenties would be very much higher and the proportion in middle age much lower.

Raw population figures cannot be translated directly into housing needs. A dwelling is occupied by a "household", which by census definition may be one person or a group of people, but very frequently comprises a "family", a group of people related to each other, with perhaps one or more boarders. A household may be smaller than a family (e.g. a single person living alone) or larger (e.g. a family with a boarder). To assess housing needs the numbers and sizes of both families and households must be analyzed. The following is a brief summary of the most important points that emerge from family and household forecasts to 1981.*

Forecasts of family size are summarized in Figure 9. Perhaps the most striking feature is the anticipated increase in the number of families with children and particularly those with several children. A slight decline in the number of two-person families (for the most part couples without children living at home) and a greater decline in the number of three-person families is indicated. The number of four-person families will increase somewhat, but in the case of five, six, and seven-person families there will be a large increase, and the growth in numbers of large families, with six children or more at home, while not so great, will still be substantial. There will also be a very large increase in people living outside families; this group includes all ages and the widowed and divorced as well as the unmarried, but people under 25 living independently will account for over half the increase.

If every person were in a family, and each family occupied a separate dwelling, families would equal households. However, this is not so, and Figure 10 shows the projected distribution of households, taking into account current trends. The most notable features are a very large increase in the number of one and two-person households - amounting by 1981 to half of the City total - a moderate increase in three-person households, a decline in the number of households of four to seven persons, and a substantial increase in the number of very large households of nine persons or more. While the last group will only make up 5% of all households in the City in 1981, they will account for 18% of the population, or 15% if those living in institutions are omitted.

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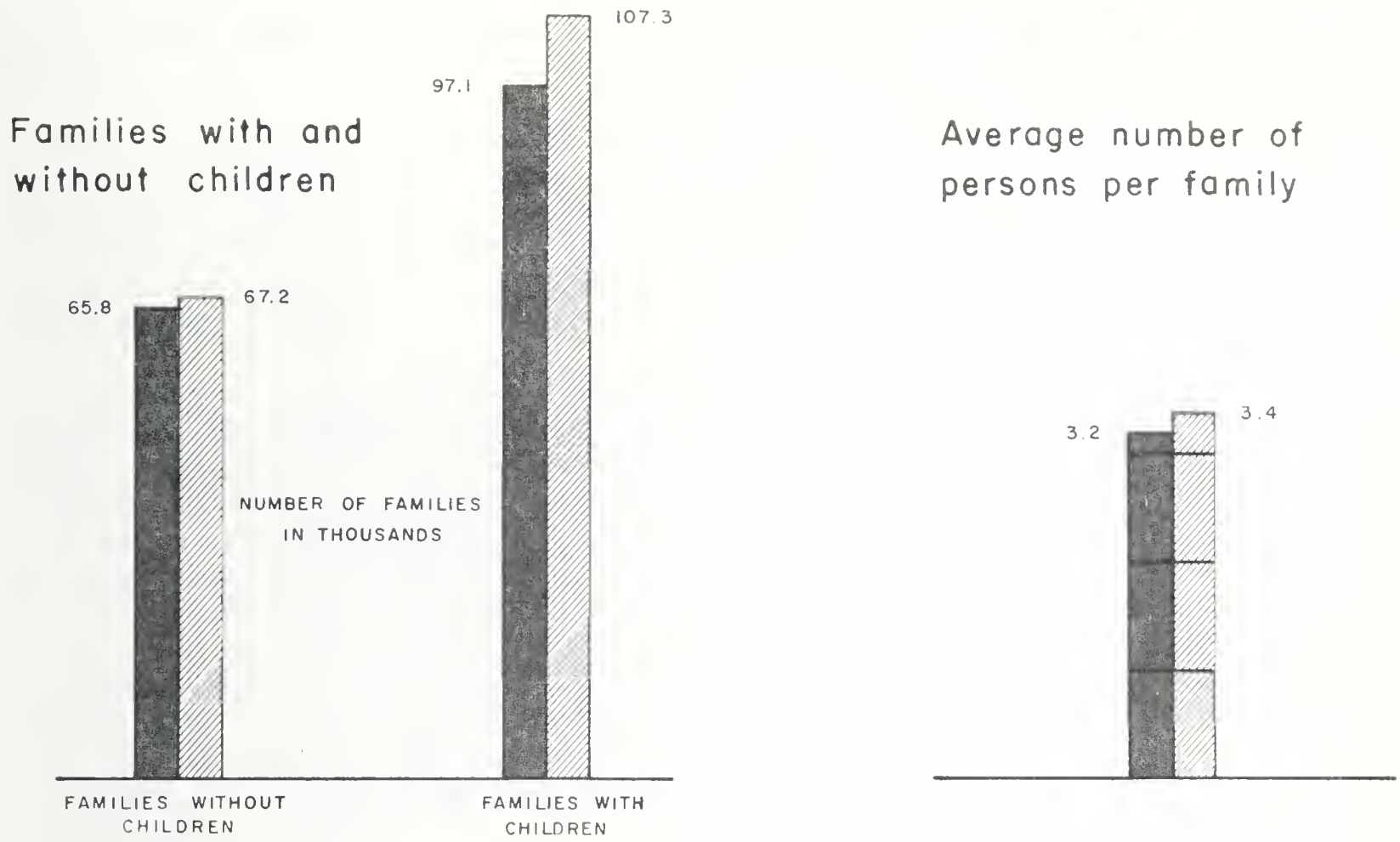
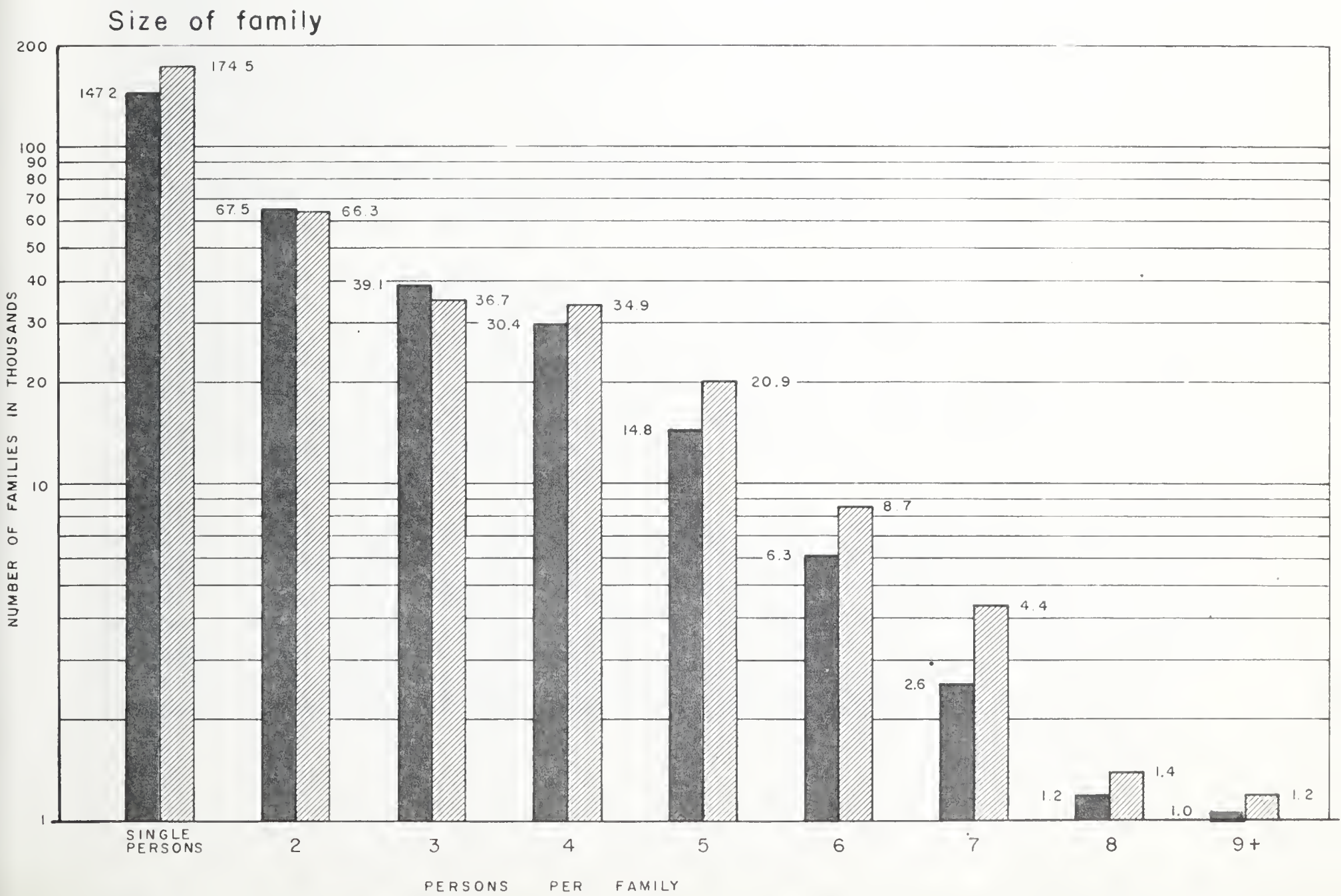
* The analysis on which the forecasts are based, together with the details of the figures themselves, will be published separately in a technical background study.

City of Toronto

NUMBER AND SIZE OF FAMILIES 1961 — 1981





What do these forecasts mean in terms of living conditions for the people of the City?

By 1981, the number of small households will increase by over 40,000, indicating a substantial improvement in their living conditions, particularly as the number of families of this size is expected to decline. Both the increase in the number of bachelor households and the fact that there are likely to be nearly 15,000 households consisting of two or three unrelated people indicate that single people will be better housed.

The outlook for larger families, particularly the average family with two or three children, is by no means as bright. The number of families of four to seven members is expected to increase by nearly 15,000 by 1981, while the number of households of the same size is expected to decrease by 3,300. In 1961 there were nearly 8,000 more households of four to seven persons than families of that size, indicating that smaller families had unrelated people living with them. This practice should decline by 1981. With more single people living on their own, or sharing dwellings with each other, families may have some more space. However, it seems likely that instead of taking in roomers, families with children will tend increasingly to double up, forming large households of eight and nine persons. Households of this size are expected to increase by 2,300 by 1981, while the number of families of similar size increases by only 500.

More efficient use of existing houses is likely to provide room for some more households. In 1961 there were 7,500 dwellings of six or more rooms with only one person in each dwelling, and nearly 16,500 occupied by couples, with occupants being mainly elderly people who could not easily move or did not wish to do so. These accounted for 13.8% of the households in the City, and it is plain that a substantial reduction in this proportion would mean that many dwellings suitable for families of moderate size would become available. Extension of the provisions of the National Housing Act to existing houses would help to achieve this. The need for doubling up would not be eliminated thereby, but the loss of houses to apartment construction, expressways and other uses could be partly offset.

In brief, while the continuing growth in the number of one- and two-person households marks an improvement in accommodation for these people, the trend toward doubling-up of families indicates a worsening of living conditions for their members. Most of the doubled-up families are likely to be those living below the poverty line, some 29,000 families by 1981 if the City maintains its share of poor families. For these people compelled to seek shelter within a stock of housing constantly being depleted by demolition or other uses, there would be no alternative to doubling up.

It is clear that there will have to be a great effort to supply low-cost housing suitable for families at a much faster rate than hitherto if the number of badly housed families within the City is not to increase substantially, let alone be reduced. But low-cost housing for most of the families who will need it cannot be provided within the City. Clearance of decayed houses will not offer a solution; the 2,500 or so dwellings that would be built under the proposed "Improvement Programme for Residential Areas" would not even accommodate all the people

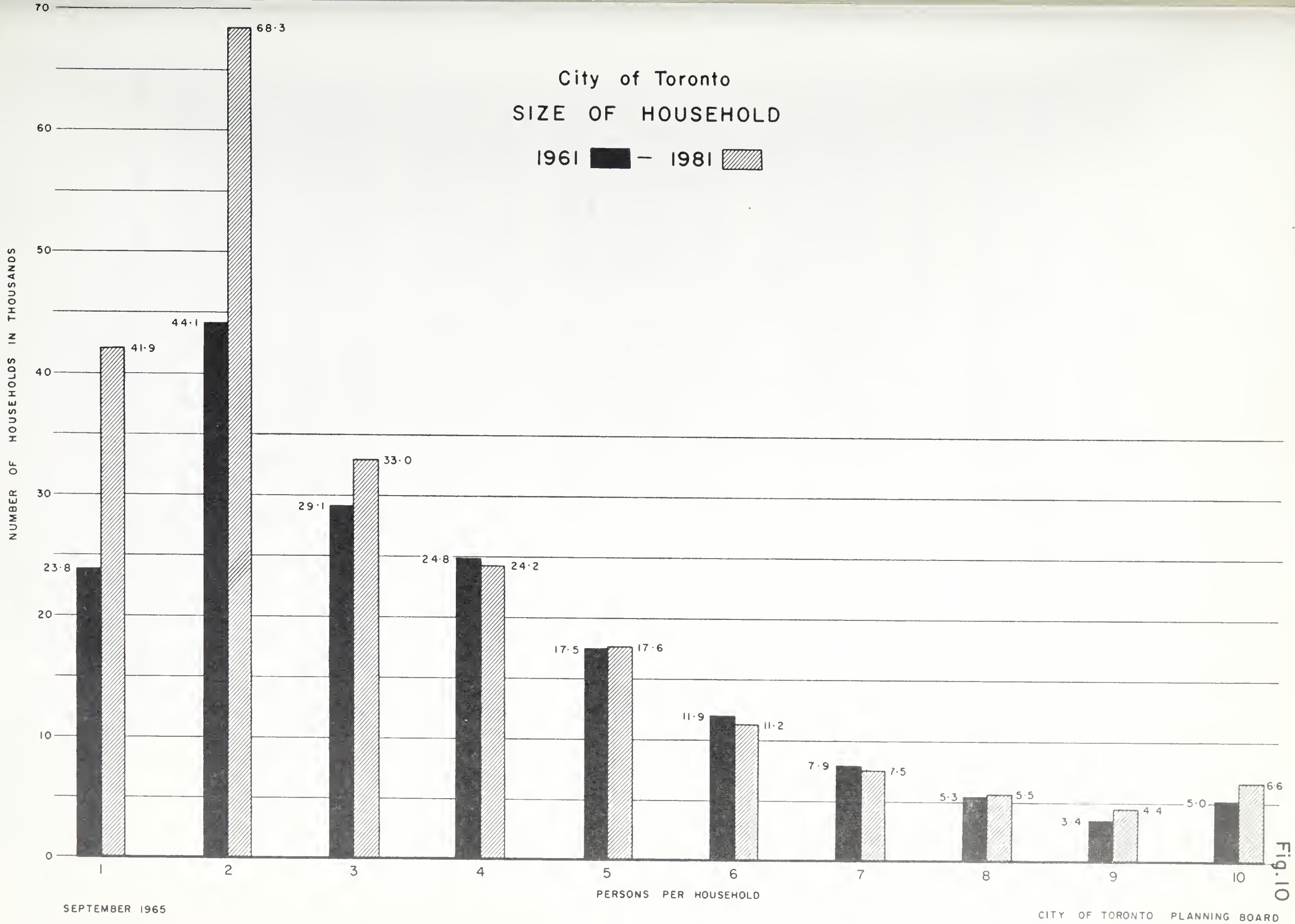

City of Toronto
SIZE OF HOUSEHOLD
1961 — 1981
NUMBER OF HOUSEHOLDS IN THOUSANDS
70
60
50
40
30
20
10
0
23·8
41·9
44·1
68·3
29·1
33·0
24·8
24·2
17·5
17·6
11·9
11·2
7·9
7·5
5·3
5·5
3·4
4·4
5·0
6·6
1
2
3
4
5
6
7
8
9
10
PERSONS PER HOUSEHOLD
SEPTEMBER 1965
CITY OF TORONTO PLANNING BOARD

Fig. 10

displaced by clearance, due to the improved standards and lower densities and to the loss of land to other uses. Thus, it is necessary to face the prospect of housing large numbers of low-income families from the City outside its boundaries if they are to have satisfactory living conditions. This is not to ignore such problems as adjustment to new circumstances, difficulties of social acceptance, and separation from places of employment. Such problems exist and ways will have to be found to solve them. But the fact remains that the City will not be able to supply satisfactory housing for all its own low-income families, and the only acceptable course of action is to provide such housing elsewhere.

Objectives and Principles

The objectives of civic policy for housing and for residential areas can be stated quite simply. They are, first, to ensure as far as possible that every citizen has decent accommodation suited to his needs and means; and second, to ensure that the residential areas of the City are attractive and livable, with services, shopping, schools, parks and other facilities adequate for the people who live in them.

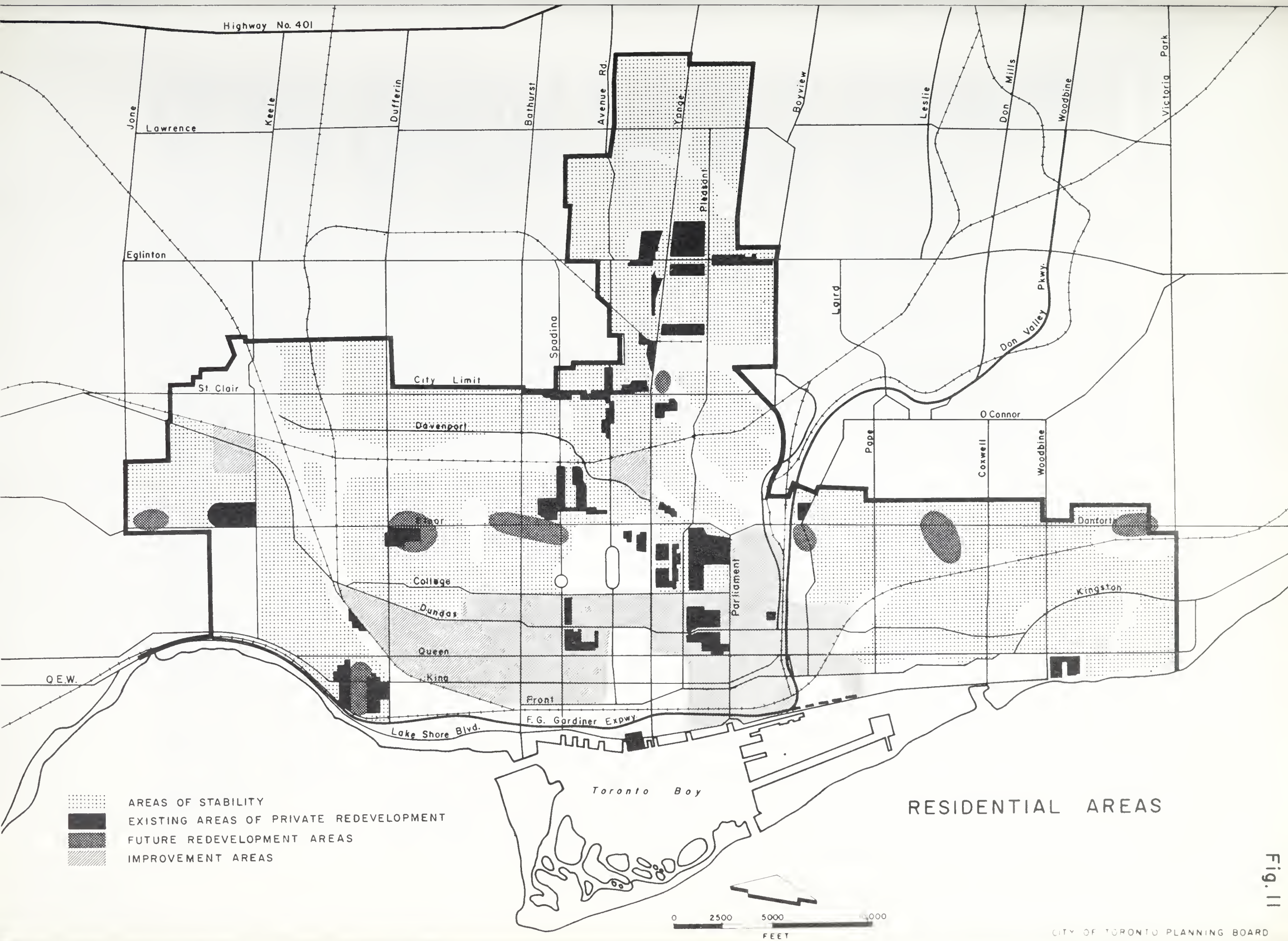
The prospects for these areas are threefold. In most of the City there will be no radical change by 1981; the existing houses will remain, the character of the streets will stay much as it is today. These are the stable areas. In certain places houses will be replaced by apartments and other forms of private housing, accommodating many more people than before; these are the areas of private redevelopment. Finally, there are parts of the City where the condition of the existing housing is such that public action is needed to bring about substantial improvements, including in some cases the complete replacement of the present buildings. These are the improvement areas. For each type of area a different, well-defined policy is needed.

In the stable areas this policy is very simple in principle but complex to put into effect. It consists essentially in protecting such areas and doing whatever possible, through regulation and municipal "housekeeping", to ensure that they remain good places for families with children, to whom they are most likely to be attractive. This policy would apply to the bulk of the residential areas developed during the present century and to certain older districts as well.

For the areas of private redevelopment the policy is to find locations for new high-density housing that will be suitable to the special character and requirements of this type of use and where it will not have adverse effects on its locality, and to ensure that standards of development are maintained that will keep the new developments themselves pleasant and attractive and will protect their surroundings and the City as a whole from congestion and unsightliness.

For the improvement areas the policy is, as the name implies, to take whatever action may be needed to bring living conditions up to a level which can be considered adequate by the standards of our times.

These policies are discussed more fully in the following sections.



RESIDENTIAL AREAS

Fig. 11

CITY OF TORONTO PLANNING BOARD

Areas of Stability

The demand for adequate family housing in the City is going to become increasingly strong. The number of single and row houses will diminish as they are demolished to make way for apartment buildings, expressways, subways or other needs of the changing City: from 19,000 to 20,500 units are expected to disappear in this way by 1981, the precise number depending on the rate at which apartments, roads and so forth are built and where they are located. At the same time, there will be nearly 16,000 additional families with from two to five children needing accommodation. It is clear that the competition for dwellings suitable for families - principally houses with two, three or four bedrooms - will be intense and the incentive to convert large houses into two or three flats will be considerable. It is also clear that the City's stock of about 105,000 sound houses, including most of those under sixty years old and some of the remaining older ones, is a most valuable asset which needs to be carefully protected wherever they can offer satisfactory accommodation to 1981 and after.

Such areas are, however, subject to many threats and dangers. A new expressway may eliminate many houses, but it also may destroy parks, cut off homes from schools, and seriously impair the quality of a substantial area outside its own right of way. The erection of a large apartment building in an unsuitable location can destroy the pleasantness of a street and overload it with cars. Overcrowded, illegally converted or improperly maintained buildings will discourage their neighbours from adhering to high standards and will ultimately lead to the deterioration of whole blocks. Heavy traffic and parking on minor streets will reduce the attractiveness of the houses along them. Speculation and unprincipled real estate practices in an area where redevelopment is being promoted weakens confidence in the future of the area and discourages proper upkeep.

There are also problems which are inescapable in any area of fairly old houses, the problems of deterioration and obsolescence. Their severity depends on the age and the original quality of the building; many houses built fifty years ago are sound enough to need little attention beyond ordinary maintenance, but others require substantial investment to keep them in good condition. Whatever the structural state of the house, many will need modernization. People will want to change such things as plumbing, kitchen design, and the arrangement of rooms. Perhaps the most difficult deficiency to remedy is the lack of parking space. This can lead to parking in front yards and on the street, seriously detracting from the appearance of the property and the street and thus contributing to neighbourhood decline both directly and indirectly.

The variety of factors which may contribute to the deterioration even of an area where the houses are perfectly sound indicates the complexity of the problem of preventing such deterioration. The basic requirements for maintaining the quality of such an area are stability and confidence. If the residents are to be encouraged to maintain and improve their homes they must have a reasonable degree of certainty that the area is not going to undergo any undesirable change or be damaged by some unforeseen intrusion. This means two things. First, a clear and firm policy to this effect on the City's part is essential. It is not always possible to be absolutely definite about future

changes except in the short term, but it is possible, and most important, to establish firm policies that will give the residents of large parts of the City assurance of stability for a considerable number of years. Such policies not only must be clear but they must also be adhered to. Second, while it is unavoidable that transportation routes and other major public works must sometimes be built in or through residential districts, their precise alignment should be made known as soon as possible after the general location has become known or even suspected, their timing should be made as definite as possible, and the properties needed should be acquired as early as possible. A line on a map indicating a new expressway that may be built there or half a mile away next year or in twenty years can have a serious blighting effect. Although it is necessary initially to consider the need for such works before details are developed, decisions should be made and definite plans announced as quickly as can be done.

Several other measures are very important in maintaining the condition and character of the older neighbourhoods. Enforcement of adequate standards of maintenance and occupancy is essential; a few houses allowed to deteriorate or to become crowded mark the introduction of an infection that can spread rapidly, and this can only be prevented by by-laws made effective by regular and careful inspection. Municipal "housekeeping" must be carried out with care - repair of streets and sidewalks, garbage collection, enforcement of parking regulations, replacement of trees where necessary. Where it is required and feasible, the City should undertake such measures as the provision of parking areas in the interiors of blocks (as local improvements), the removal or relocation of overhead wiring, and the replanning of streets to prevent or discourage the use of local streets by through traffic. Every effort should be made to achieve the adopted standard of 1.4 acres of local parkland per thousand residents. In cases where inappropriate uses have a seriously detrimental effect on otherwise sound residential areas, expropriation should be used if necessary.

Such measures would maintain and often greatly improve the quality of old neighbourhoods, and would encourage owners to improve their own premises. In the more well-to-do parts of the City, renovation and modernization is already usual. However, in other areas occupants may often be reluctant to undertake the necessary expenditures because the building is rented, or because the owner-occupant is unwilling to incur further debt, or simply because of lack of awareness of what might be done. The City can do much to remedy the last by means of publicity, information services and advice, and this should be done. A moratorium on increased assessments or taxes for home improvements would remove an obstacle to renovation. But tenant occupancy and inability or reluctance to spend money are problems less easily solved. Long-term, low-interest loans may help in some cases, but it may prove that in some parts of the City extensive renovation can be accomplished only by employing urban renewal legislation - in other words, by direct public action. It must be recognized that the maintenance and renovation of aging residential areas is not a matter of small importance. As time goes on, the problem will involve most of the City. It is of the greatest importance that the maintenance of standards, protection and improvement be adopted as a clear and firm City policy. This having been done, the various ways in which the policy can be put into effect can be fully explored.

Another type of measure which may be desirable in certain circumstances is the conversion of a single-family house into two or more dwellings. In many cases such conversions can give better use of available housing and help accommodate some of the rapidly growing numbers of families of moderate size, besides encouraging renovation. Such conversions should, however, be subject to rigid standards of space, occupancy, construction and facilities, and should not be permitted where they are likely to create or add to problems of servicing, recreation, or parking.

Detailed proposals for the improvement of areas of stability have been and will continue to be made area by area under the City of Toronto Planning Board's district appraisal programme. The general principles and policies which have been described apply, however, to all those parts of the City which can remain good for family living for years to come.

Areas of Private Redevelopment

On the basis of the population forecasts cited at the beginning of this chapter it can be expected that there will be an effective demand for 60,000 new apartments between 1961 and 1981; that is, that the total number of new apartments built will approach this figure. The actual number built between 1961 and the end of 1964 was 7,650, which represents a somewhat lower rate of building than the forecast would indicate; but assuming that over the whole twenty-year period the forecast will substantially hold true, roughly another 52,000 units will be built between 1965 and 1981.

At first glance this number could be accommodated on sites already made available for apartment development, that is, already zoned, or recommended for the appropriate zoning by the City of Toronto Planning Board (see Fig. 12). When the sites in this category are multiplied by the permitted densities it appears that 64,400 new apartments could be built without any further changes in zoning. However, this assumes that all these sites could in fact be redeveloped without any out-of-the-ordinary difficulty, which, due to the problem of assembling parcels of suitable shape and size, or to other obstacles, is not always the case. When such "difficult" sites are eliminated the total practical capacity of available sites is reduced to roughly 48,000. Allowance must also be made for some flexibility and freedom of choice if the market is to work properly, and if a margin sufficient to provide such flexibility is allowed, it should be anticipated that changes in zoning for an additional 25,000 apartments will have to be made by 1981.

For these additional units it is necessary for the City to establish locations, staging of rezoning, and standards.

To determine locations it is necessary to decide the general sectors of the City in which further apartment sites would be appropriate, and then actual sites within these sectors. As Fig. 12 shows, almost half the available sites are within the central part of the City, most of them actually on the immediate fringe of the Downtown area. These include most of the "difficult" sites, 36% of them being difficult to develop. This is not surprising in view of the age of the area, the frequent mixture of uses, the tiny lots and the high values

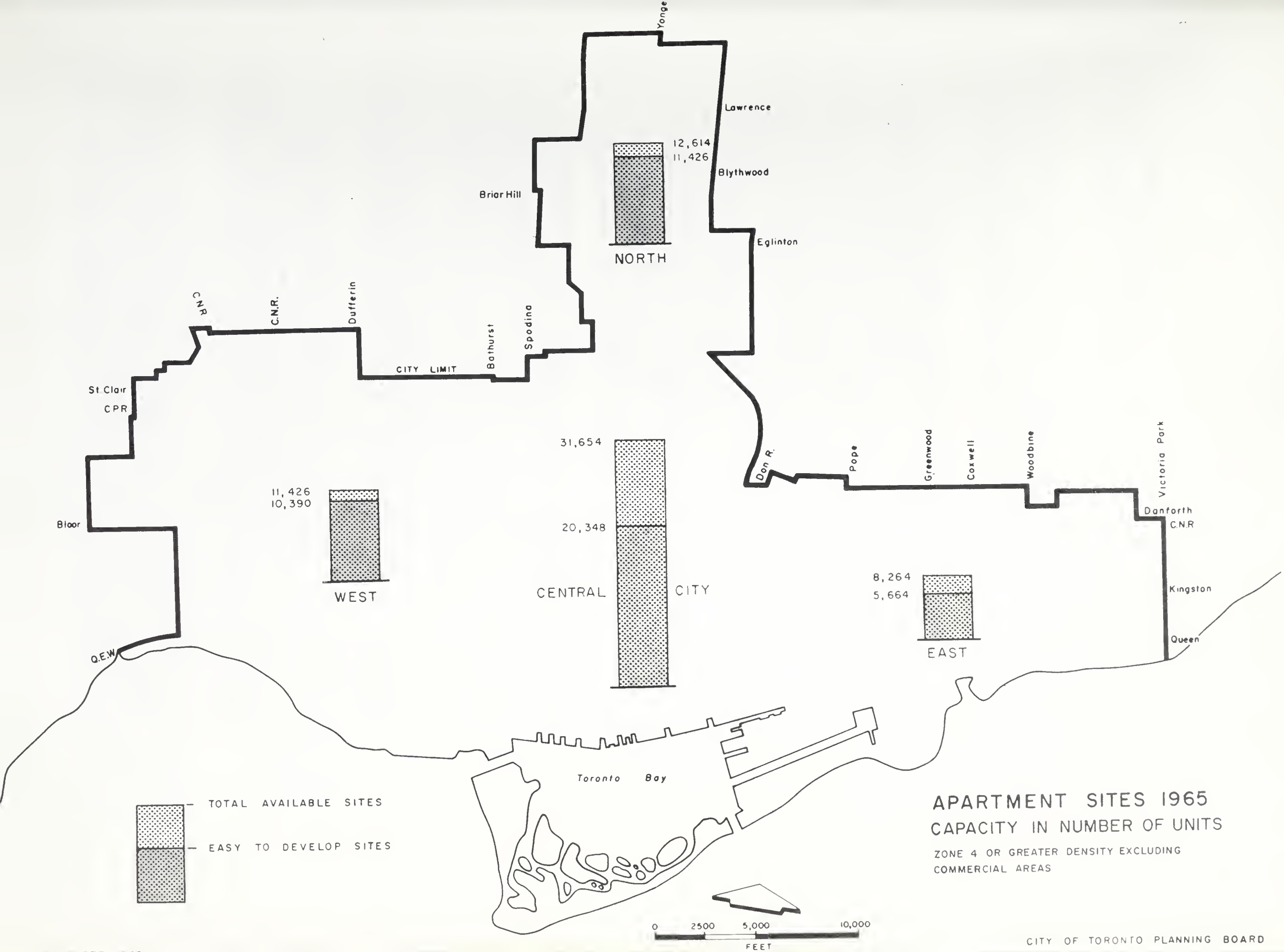

Yonge
Lawrence
Blythwood
Eglinton
Briar Hill
12,614
11,426
NORTH
C.N.R.
C.N.R.
Dufferin
Bathurst
Spodina
CITY LIMIT
St Clair
CPR
Bloor
Q.E.W.
11,426
10,390
WEST
31,654
20,348
CENTRAL
CITY
Don R.
Pope
Greenwood
Coxwell
Woodbine
Victoria Park
Danforth
C.N.R
Kingston
Queen
8,264
5,664
EAST
Toronto Bay
TOTAL AVAILABLE SITES
EASY TO DEVELOP SITES
0
2500
5,000
10,000
FEET
APARTMENT SITES 1965
CAPACITY IN NUMBER OF UNITS
ZONE 4 OR GREATER DENSITY EXCLUDING
COMMERCIAL AREAS
CITY OF TORONTO PLANNING BOARD

Fig. 12

usually attached to the property. But in terms of the broad development concept for the City, of convenience for apartment-dwellers, of the need for redevelopment and of general suitability for apartments, there is little question that this is where the main apartment concentration should be.

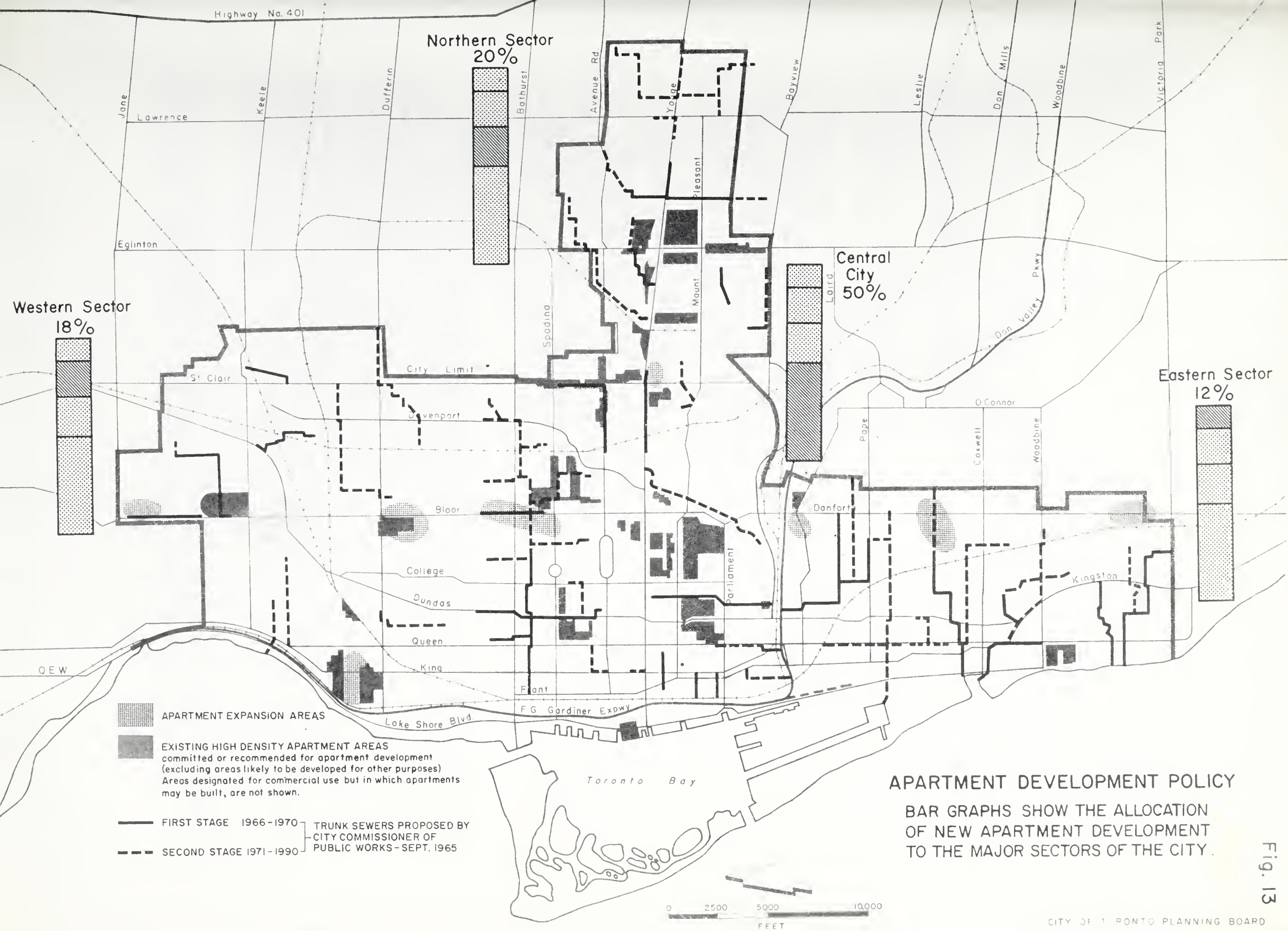
However, there is little further scope for the designation of new apartment areas around the downtown area, as the downtown fringe is already so zoned or taken up for other purposes, and to find new locations it is necessary to look further afield. In selecting such locations certain considerations must be taken into account.

First, it is essential that new apartment areas be on rapid transit lines, for the convenience of their residents, to encourage the use of transit, and to avoid street congestion. Second, they should be concentrated where shopping, parks and recreational facilities are readily available. Third, they must have adequate municipal services. Fourth, views and similar special natural or locational advantages should be taken into account. Fifth, it is desirable, if other circumstances are suitable, to replace existing worn-out or obsolescent buildings, including uneconomic, deteriorating or improperly located industrial and commercial properties. It may also be desirable to encourage further redevelopment in certain places (South Parkdale is an example) to consolidate existing apartment areas and thereby to remove or lessen the problems created by them. The final consideration, the converseof number five, is that new apartments should not be located where they will have an adverse effect on their surroundings, either in such concrete matters as street capacity and parking or less tangible ones such as the psychological and aesthetic effects of the buildings on nearby streets of houses. Such factors may preclude high-density development even on sites which are quite satisfactory on other counts.

These considerations taken together suggest a limited number of substantial, but not excessively large, concentrations of apartments clustered around the focal points (shopping, entertainment, other facilities) along the subway system, in the manner indicated by the overall plan concept described in Chapter II. As there is little scope for further extensions of apartment zoning along the Yonge Street subway line, where extensive changes have already been made in anticipation of the plan, without damaging the character of established residential areas, most of the new concentrations and expansion of existing ones would be along the Bloor-Danforth line, as shown in Fig. 13. If the proposed Queen Street transit line is built it would provide other locations, but these could not be determined before the route and stations are established.

Not all the areas shown in Fig. 13 could be opened to apartment development now. Major improvements to the sewer system are needed in large parts of the City, and apartment expansion could not be permitted where sewers are already inadequate. The staging of sewer construction and of redevelopment will have to be co-ordinated, and in some of the otherwise suitable areas redevelopment may be delayed for some time pending the provision of adequate services.

Outside the major apartment areas private redevelopment should not be altogether excluded but should be strictly controlled. Individual sites in a number of places may be quite suitable for small-scale redevelopment schemes. Examples are: pockets of poor housing in otherwise good residential areas; obsolete groups of stores; industrial properties in residential areas; and isolated sites with special advantages. Proposals in such cases should be carefully



APARTMENT DEVELOPMENT POLICY

BAR GRAPHS SHOW THE ALLOCATION OF NEW APARTMENT DEVELOPMENT TO THE MAJOR SECTORS OF THE CITY.

Fig. 13

CITY OF TORONTO PLANNING BOARD

considered. While development at high densities (zone 4 or 5) would seldom be appropriate, sites of this kind could in many instances be suitable for lower densities (zone 3), perhaps producing mixtures of apartments with row housing or other types of accommodation.

Care in the selection of locations for apartment redevelopment does not mean that standards can be reduced or the careful scrutiny of individual projects relaxed. Under the residential zoning standards adopted in 1957, new apartment buildings are limited to a certain ratio of floor area to site area, and in addition the location and bulk of each building relative to its site are regulated by setback and angular plane requirements. The maximum density normally permitted is a floor area to site ratio of 2.5 to 1 (zone 5), but this may in certain places (in the central City) be exceeded through a floor-space "bonus" system which may allow the ratio to reach 4 to 1 in return for higher standards of landscaped open space. Buildings must also have 1.25 parking spaces for each apartment.

The general effect of these requirements has been to encourage the erection of tall, free-standing apartment buildings set in landscaped grounds, or mixtures of large buildings with row housing. At the same time, since the density standards effectively limit the number of dwellings per acre, the excessive crowding of large numbers of people on small areas is prevented. Apartment building has proceeded rapidly within the controls in the areas where high densities - zone 4 (floor ratio of 2:1) and zone 5 - are permitted.

Improvement Areas and Public Housing

There is no sharp line between "areas of stability" in which such measures as street improvements and the renovation or even removal of individual houses are needed, and "improvement areas"; the difference is largely a matter of definition and degree. This section deals primarily with those residential areas in which extensive public action, going beyond ordinary municipal "housekeeping" and attention to a few individual properties, is needed to bring living conditions up to an acceptable level.

The study entitled Urban Renewal, A Study of the City of Toronto, 1956 identified certain residential areas as requiring renewal measures, and gave them a priority rating. Detailed study of the first priority area started in 1957, and subsequently a somewhat reduced area, bounded by Shuter, Parliament, Queen and Sherbourne Streets, was redeveloped as the Moss Park Project,completed in 1964. Also in 1957, detailed study started in Alexandra Park, the second priority area, bounded by Dundas, Spadina, Queen and Bathurst Streets. The implementation of this scheme began in early 1965. In view of the long delay involved in the larger projects, the City of Toronto Planning Board recommended in October, 1963 that "pockets" of poor housing in the City be identified so that the clearance and redevelopment process could be accelerated by undertaking a series of small-scale projects.

The pockets of poor housing, ranging in size from a few houses to several blocks, were identified and a priority rating worked out. The senior levels of government, however, took the view that these pockets should be considered within the

context of comprehensive project areas. As a result of this reaction, together with the recent amendments to the National Housing Act and a similar policy change on the part of the Ontario Government, which imposed more elaborate requirments for preparing an "Urban Renewal Scheme", the original studies were extended and reorganized and a series of project areas were outlined within a broad and continuing programme which was presented by the City of Toronto Planning Board in the Improvement Programme for Residential Areas. This study deals generally with all the residential areas of the City, but concentrates mainly on the improvement of the older residential ones. The Improvement Programme was adopted by the City of Toronto Planning Board in February, 1965, and was approved by City Council in March. It proposed a continuing programme for the next fifteen years involving an annual expenditure of about $1,000,000 on the part of the City.

The report points out that in 1961 the City had 113,000 residential structures containing 173,000 dwelling units. Of these, 26,500 dwelling units, or 15%, were built before 1900 and 94,400 or 55%, were constructed before 1920. In the ten-year period 1951 to 1961 some 13,600 dwelling units were demolished. Allowing for demolition and new construction, it is anticipated that in 1981 some 69,000 dwelling units, or 31% of the total at that time, will survive from before 1920, being by then more than sixty years old. In 1961 more than 4,700 residential structures, or 4% of the total, accommodating 24,000 persons, were considered to be in "poor" condition. Nearly two-thirds of these buildings were within the area bounded by College-Carlton Streets, the Don Valley, Gerrard Street and the sweep of the railway tracks from Lansdowne to Logan Avenues. This area contains about 15,000 houses, most of which are still in fair condition; but it would require far more demolition and rebuilding than would areas further out. The band beyond the central area is still in fairly good condition but no longer new, while the outer area is comparatively new. The central area, where houses are poorest, also has most social problems. Here income is lowest, unemployment highest and overcrowding the greatest. Crime and sickness rates are higher than for the rest of the City. A comparatively large part of the population is made up of single people, 20% compared with the City-wide average of 14.5%. The average net residential density of the central area is very high, nearly 150 persons per acre.

The Improvement Programme defined twenty-one project areas which include all the major pockets of poor housing in the City. These project areas are shown in Fig. 14. Each is large enough to provide a good basis for planning decisions, including the redevelopment of the pocket it contains. Census Tracts or Planning Districts were observed in defining project areas. Of the twenty-one areas only Nos. 20 and 21 (Junction and Marlborough) are isolated. The remainder, Nos. 1 to 19 inclusive, form a band largely contained within the railway tracks and College-Carlton Streets. In general, the re-use of cleared sites north of Queen Street will be residential, while south of Queen Street most new development will be industrial or commercial. The treatment of improvement areas will vary according to their characteristics and needs. In some cases, rehabilitation is the chief need, along the lines already discussed for "areas of stability".

For private rehabilitation, home owners should be encouraged to fix up their properties. On-the-site advice and information should be given to all concerned

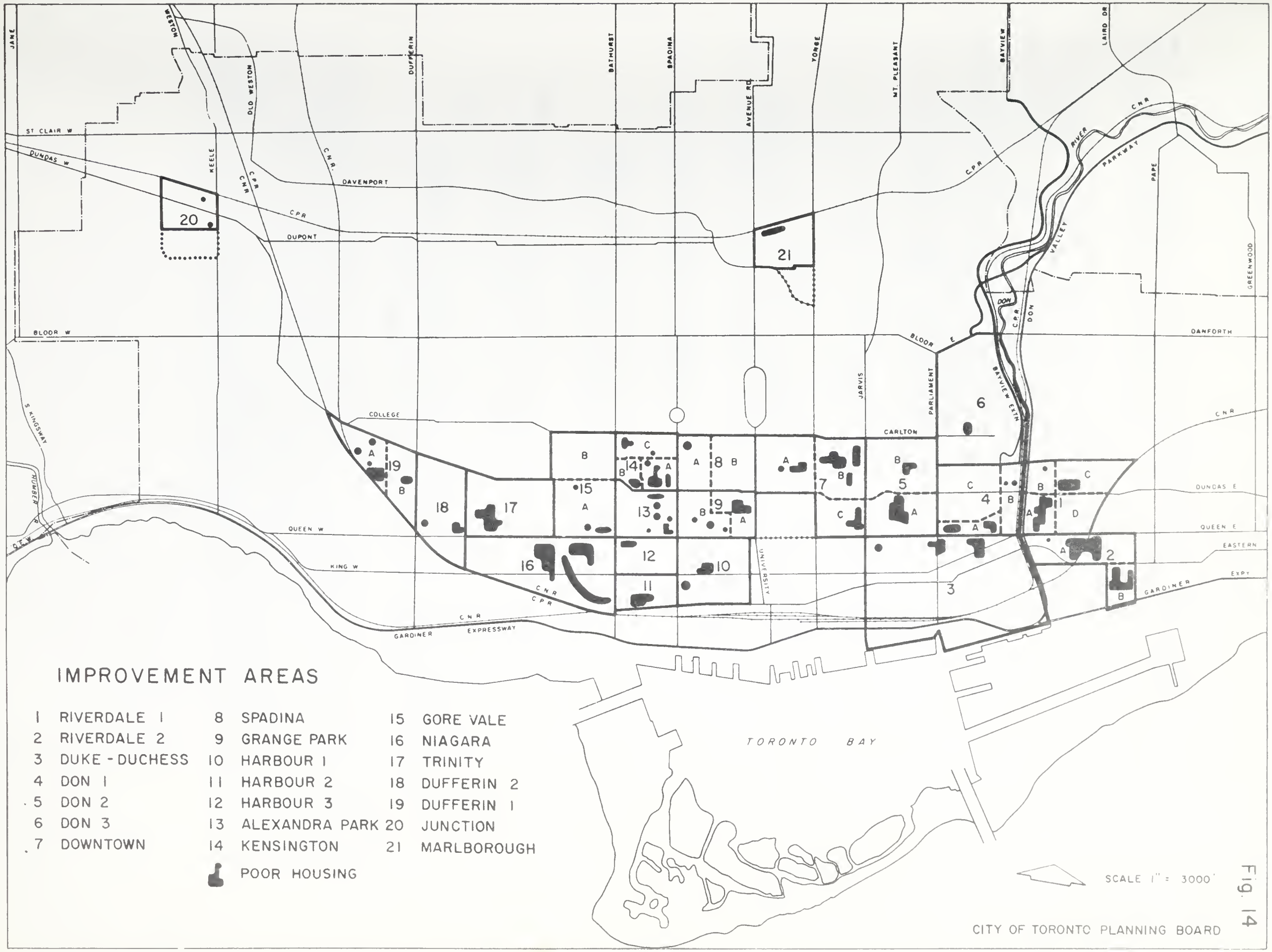

JANE
WESTON
OLD WESTON
DUFFERIN
BATHURST
SPADINA
AVENUE RD
YONGE
MT. PLEASANT
BAYVIEW
LAIRD DR
ST CLAIR W
DUNDAS W
KEELE
C.P.R.
C.N.R.
DAVENPORT
DUPONT
RIVER
PARKWAY
PAPE
VALLEY
DON
GREENWOOD
BLOOR W
BLOOR E
DANFORTH
JARVIS
PARLIAMENT
BAYVIEW EXTN
S KINGSWAY
HUMBER
COLLEGE
CARLTON
DUNDAS E
QUEEN W
QUEEN E
KING W
EASTERN
UNIVERSITY
GARDINER EXPRESSWAY
TORONTO BAY
SCALE 1" = 3000'
CITY OF TORONTO PLANNING BOARD
IMPROVEMENT AREAS
1 RIVERDALE 1
2 RIVERDALE 2
3 DUKE - DUCHESS
4 DON 1
5 DON 2
6 DON 3
7 DOWNTOWN
8 SPADINA
9 GRANGE PARK
10 HARBOUR 1
11 HARBOUR 2
12 HARBOUR 3
13 ALEXANDRA PARK
14 KENSINGTON
15 GORE VALE
16 NIAGARA
17 TRINITY
18 DUFFERIN 2
19 DUFFERIN 1
20 JUNCTION
21 MARLBOROUGH
POOR HOUSING

Fig. 14

on the work required to bring the property to an acceptable standard and how to do it or have it done; on financing; and on the improvements that are not subject to an increase in assessment.

The City must continue to ensure that dwellings are adequately maintained and overcrowding avoided, and it should also seek legislation to permit a temporary moratorium on taxes on home improvements. Public rehabilitation of houses may be undertaken when the governments need more public housing or in those difficult cases where owners will not make the necessary repairs. Public works should be undertaken to provide public open space where needed; to improve traffic circulation and to make parking available; to maintain streets and sidewalks in a state of good repair; to improve appearance by tree planting and landscaping on public lands; and to assist the overall improvement programme in any way possible, such as through garbage and junk removal.

It is most important that the problems of the deteriorated areas be regarded in their entirety, and not in isolated patches to be dealt with one at a time.

The Report on the Improvement of Residential Areas provides a suitable framework for renewal action. It is a background for the preparation of individual projects which will spell out details of conditions in the project areas, the proposals to be carried out and their staging and financing.

Plans have already been prepared for the first three projects and arrangements are being made for their execution.

(1) Napier Place (Riverdale 1A)
Removal of pockets of poor housing and re-use for public housing; rehabilitation and improvement programme.

(2) Trefann Court (Don 1A)
Removal of existing housing and re-use for public housing, social facilities, and industry.

(3) Sackville Place and Dermott Place (Don 3)
Removal of a pocket of poor housing at Sackville Place and re-use for public housing. Improvement of the Dermott Place area. Rehabilitation and improvement for the rest of the area.

It is assumed that most of the programme will be carried out by public agencies, though private participation, if feasible and appropriate, is not excluded. The City will share the responsibility with the federal and provincial governments, which provide a large part of the necessary finances, and with Metropolitan Toronto, which, with the Ontario Housing Corporation, would undertake the construction of the public housing required by the programme. Cost estimates, based on present market prices and cost-sharing arrangements, are given in detail in the Improvement Programme report.

Primary responsibility for public housing in Ontario has now been assumed by the Ontario Housing Corporation. However, as planning district appraisals proceed and improvement projects are developed, proposals will be made for public housing where appropriate. In the broadest terms the ultimate objective of public housing policy should be to ensure that every family and individual has decent, safe and sanitary housing at a cost that is within his means. In urban renewal schemes, this would mean ensuring that suitable housing (within the area, or in acceptable locations elsewhere) is available to those displaced by clearance and, wherever possible, providing additional housing to meet the general need. At the same time every effort should be made to avoid the creation of public housing "ghettoes". The absorption of public housing into its surroundings can be aided by careful design; mixing of housing types and designs; avoidance of massive blocks; retention where possible as part of the project of still-sound houses, renovated and possibly converted; and incorporation within the project of facilities (playgrounds, shops, recreation and social centres) serving the surrounding area as well as the project itself.

In general, most public housing costs will be borne by the Ontario Housing Corporation with assistance from Central Housing and Mortgage Corporation, the municipality's share being confined to 7½% of operating costs, or, in the case of housing for the aged, all property taxes over $25 per suite per annum.* In theory it is also possible for the City to undertake subsidized public housing projects jointly with C.M.H.C. but in this case the City would have to bear either 10% of the capital cost and 50% of the operating subsidy, or 25% of each, terms which are so much less attractive that this possibility is largely academic.

Federal and provincial policies and financial aid now allow the City to undertake a more extensive, more flexible, and more rapid renewal and housing programme than was previously possible, and at the same time to adjust the programme to particular circumstances and needs much more readily. In a city like Toronto, much of the Planning programme involves proposals for renewal, so that the new federal and provincial policies make available aid that can be applied to a large segment of this programme through to the actual implementation of renewal schemes. However, it is clearly the intention that this aid is to be used to achieve overall improvement of the City and that adequate studies, plans, programmes and policies will be called for before grants are given. Therefore a thorough process of planning and preparation, together with an adequate organization and programme of implementation, will be necessary to take full advantage of the assistance now available from the senior governments.

Services and Facilities for Residential Areas

While population changes have their most important effects on housing, they also have an impact, sometimes a proportionately greater impact, on all the services and facilities which are needed to serve city-dwellers. In the case

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* Metropolitan Toronto has agreed to bear the municipal share in these projects.

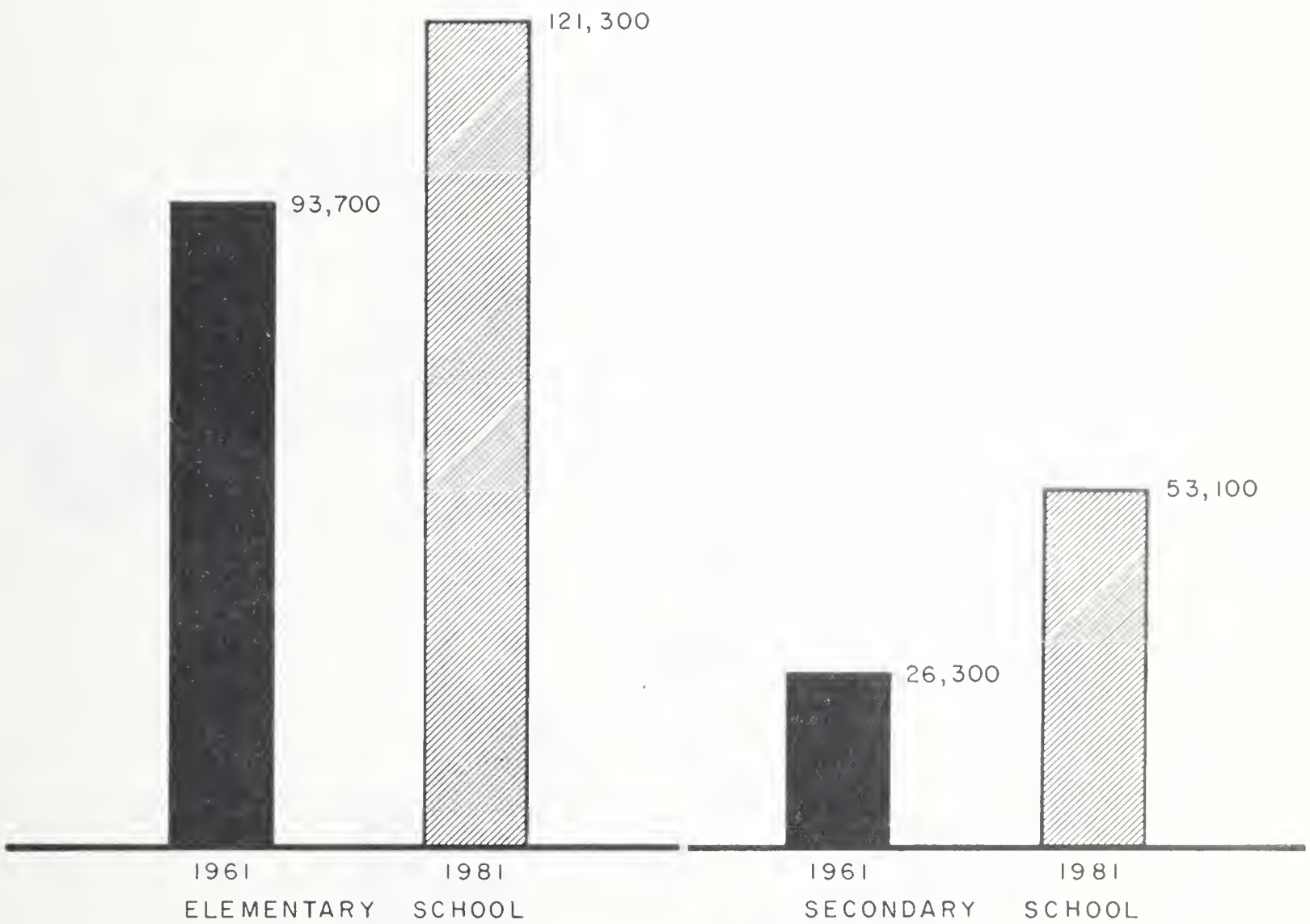
of the anticipated changes in the size and structure of the City of Toronto's population between 1961 and 1981 the greatest impact will be felt by schools because of the great increase in the number of children. The population changes discussed at the beginning of this chapter would mean that the number of elementary school pupils would increase by nearly 30% in this period and the number of secondary school pupils would be more than doubled, requiring the provision of nearly 800 new elementary classrooms and nearly 1,000 new secondary classrooms - the equivalent of building two new elementary schools and one new secondary school in the City each year. In addition to the great expense of building these classrooms there would also be the serious problem of providing sites for new schools and the expansion of existing ones by 1981 - an estimated total need of 230 acres. It has to be pointed out that this problem is aggravated by the need to provide for the requirements of two distinct school systems, which necessarily involves finding more sites than would otherwise be necessary and militates against the most efficient use of buildings and sites.

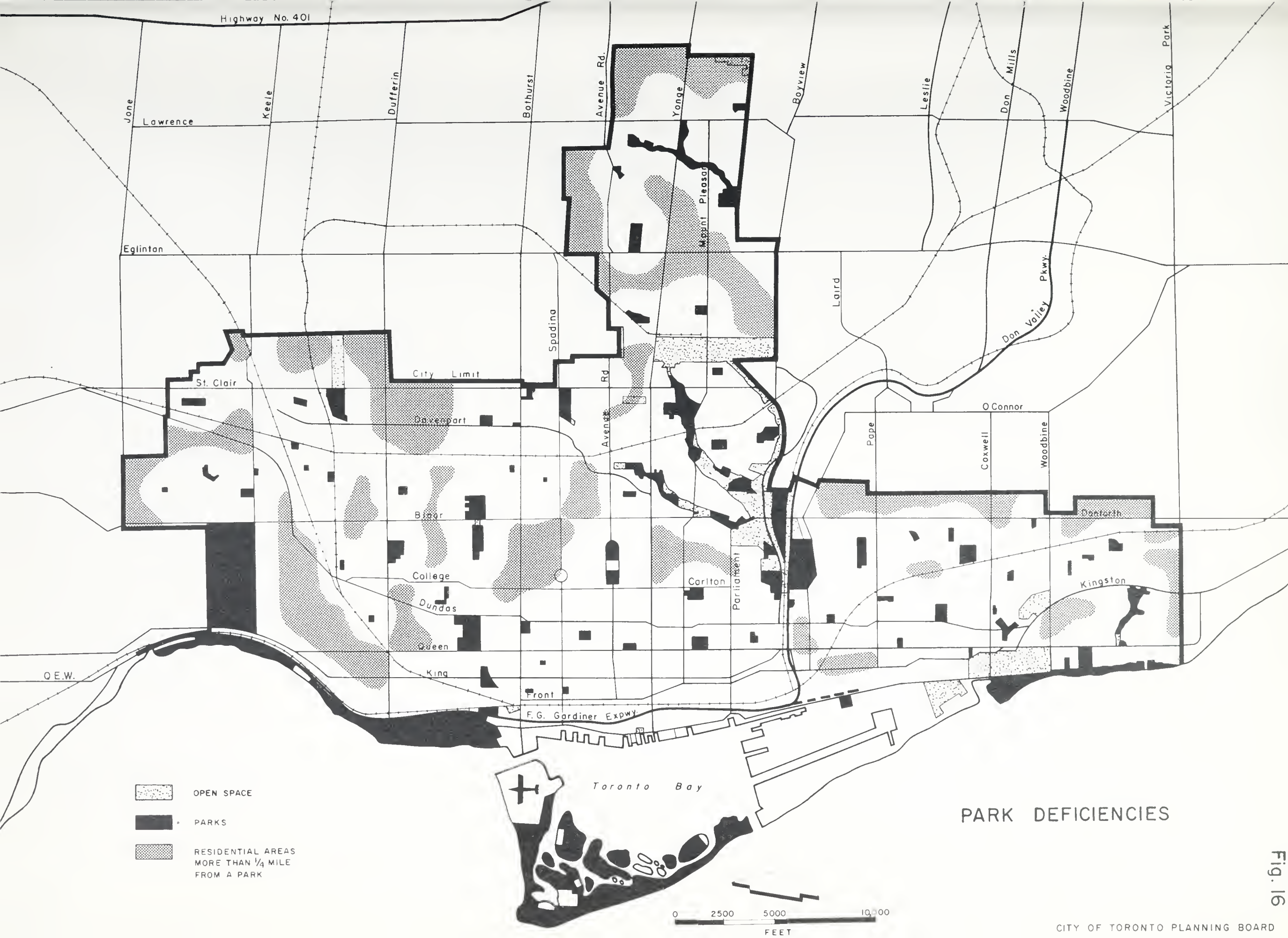
On the whole the vastly increased need for new classrooms will not arise from the new apartment buildings, which have few children of school age in relation to the number of dwellings, but in the older, stable areas, as middle-aged and elderly residents are replaced by younger and much larger families. Consequently it will tend to result in increased intensity of use of existing school grounds to the point of serious overcrowding, or in the displacement of houses, or in the use of parkland for school sites or expansion space. All these are undesirable, but the second is probably the least so. There has been an understandable inclination in the past to use expedients to obtain the cheapest possible school sites, but the scale of the problem is going to become such that a continuation of this approach would do intolerable harm. As the City grows it becomes increasingly important that attempts to solve such problems on their own be abandoned in favour of a comprehensive approach in which school site needs will be taken into account as one facet of the broader problem of obtaining the optimum use of all land, improving the general efficiency of the total pattern of development, and integrating individual needs so as to find the best overall solution. For example, a new school, instead of eliminating a number of perfectly sound and usable houses, might replace a pocket of poor dwellings, in intrusive industry, or a group of declining shops.

In particular, the tendency to follow what has in the past too often been the path of least resistance - the use of parkland for school sites - should be ended. The City now has 1,500 acres of recreational open space, excluding the Islands, or 2.2 acres for every thousand people, including some which is privately owned, whereas City Council has adopted as policy that there should be 4.6 acres per thousand, of which 1.4 acres should take the form of local parks and playgrounds so distributed that everyone will have such a park within easy reach. On this basis the City should now have a total of 3,100 acres of parkland, of which 950 acres should be made up of local parks, while by 1981 the figures should be 3,500 and 1,100 respectively. In other words, just to maintain the present standard the City's park acreage would have to be increased by over 200 acres, while to achieve the standard adopted as the policy objective (which is itself low in comparison with accepted standards elsewhere) would entail the

SCHOOL NEEDS 1961 - 1981

Forecasts of enrolment





PARK DEFICIENCIES

Fig. 16

CITY OF TORONTO PLANNING BOARD

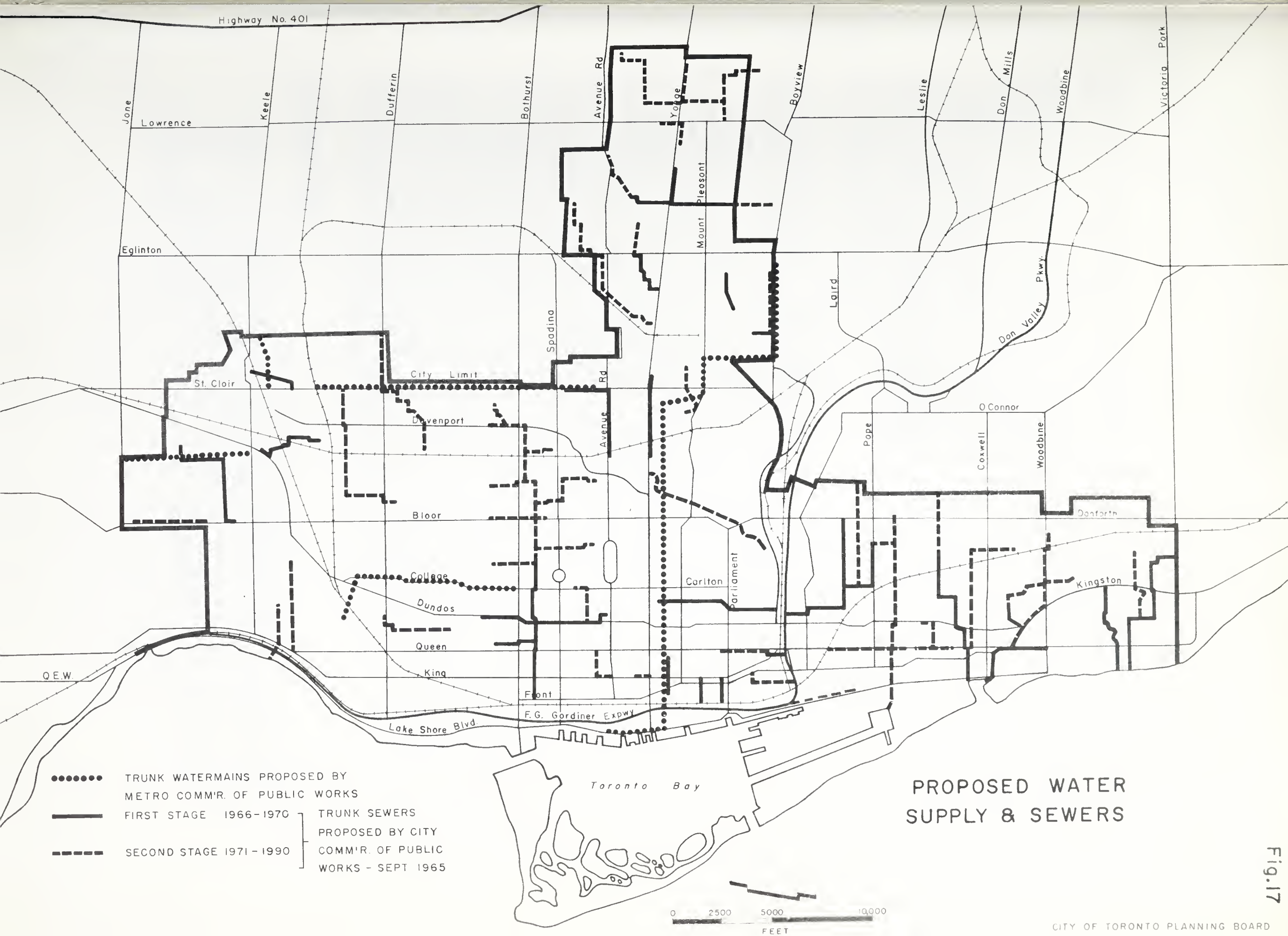


Fig. 17

CITY OF TORONTO PLANNING BOARD

addition of 1,600 acres, to more than double the present area. It is abundantly clear that the City cannot afford to sacrifice any existing parkland.

Apart from the overall acreage deficiency, the distribution of parks is uneven. The east end of the City has the eastern beaches, the west end High Park and Sunnyside, and the north end has a number of ravine parks. But for many people who live in the inner part of the City there is little outdoor recreation space, or none, within easy reach of a mother with small children and no car. The main areas of deficiency are shown in Fig. 15. The City's efforts should be directed towards both ensuring the maintenance of an adequate level of park space in areas of public or private redevelopment, where in many cases additional parkland will be needed, and creating parks in areas of stability which are now underprovided. Detailed proposals will be made in district appraisals and in Improvement Programme projects.

The responsibility for water supply and sewerage is divided between the City and Metropolitan Toronto. The Metropolitan Corporation has jurisdiction over the production, treatment and storage of water, and over the pumping stations and trunk mains which distribute it over the whole Metropolitan area, while the City is responsible for the local distribution system which carries water to individual properties. At present there are no serious problems of water supply in the City, but redevelopment in the western sector of the City and in the Deer Park area may be somewhat delayed pending the completion of new water mains now planned. There is, however, no reason to expect long-term development problems to arise from difficulties of water supply and distribution. In the case of sewage disposal the position is rather different. Combined interceptor sewers, carrying both storm water and sanitary sewage,are becomingoverloaded, resulting in flooding in certain areas during heavy rainstorms and lake pollution due to overloading and by-passing of treatment plants. The construction of new trunk storm sewers is therefore essential and is a prerequisite of redevelopment in the north central, west central and eastern portions of the City. It has already been recommended in the Eglinton Planning District Appraisal that apartment redevelopment in much of that area be delayed pending construction of a proposed new trunk, and this principle should be followed throughout the City. The Commissioner of Public Works has proposed such trunks to serve the Eglinton district, the west central part of the City (Bathurst Street) and the eastern sector (Greenwood Avenue), which would meet immediate needs and the needs of redevelopment in the Greenwood area; but decisions on subsequent expansion of apartment areas would have to be made in the light of the sewerage situation at that time.

Recommendations

1. The revised Official Plan should incorporate, as objectives of planning policy, the aims that every citizen should have decent accommodation suited to his needs and means, and that the residential parts of the City should be attractive and pleasant to live in, with services, shopping, schools, parks and other facilities adequate for the needs of residents. As far as possible, the Plan should include definite standards.

2. The revised Official Plan should incorporate land use policies that will give the greatest possible measure of certainty and stability in residential areas where major changes are not expected. All possible steps should be taken to minimize the uncertainty arising from projected major public works that would disrupt such areas, notably expressway and subway construction.

3. The City should take all other measures necessary to maintain and improve the character of stable residential areas, including the enforcement of building, maintenance and occupancy standards, street maintenance, tree planting and other improvements in appearance, garbage collection, parking improvements, and, where feasible, replanning of streets.

4. The City should take an active part in encouraging private improvement of dwellings, through advice and information, through the provision of financial aid, and through a moratorium on increased assessments. Where necessary, the City should be prepared to acquire and demolish or renovate individual properties that threaten to have a blighting effect on otherwise sound areas. Careful study should be made of the ways in which residential improvement might best be effected.

5. The Official Plan should indicate areas suitable for the extension of high-density residential development, as shown on Fig. 12. Changes in zoning to permit such development in these areas should, however, be governed by the need for additional sites, by the availability of the necessary services, and by the acceptability of individual proposals in terms of the criteria discussed in this chapter.

6. Residential redevelopment outside the areas indicated in the Official Plan should be strictly limited and, where contemplated, studied and controlled in relation to the special circumstances which may apply to particular sites.

7. Density, bulk of building, open space, and parking requirements should continue to be strictly enforced on redevelopment projects.

8. The policies adopted by City Council on the basis of the report Improvement Programme for Residential Areas should be pursued as a continuing programme. Specifically, this means:

   (i) Proceeding with a continuous series of urban renewal projects within an overall programme.

   (ii) Making provision in the City's capital budget for $1,000,000.00 annually for the execution of this programme.

   (iii) A continuous series of studies by the Planning Board, in consultation with the Development, Public Works, Building, Real Estate and other Departments and with the appropriate agencies of the senior governments, with a view to bringing forward a series of urban renewal schemes.

(iv) Maintaining satisfactory arrangements, through the Development Department, with senior governments, housing agencies and civic departments, for the continuous execution of projects.

9. The City should encourage a programme to provide low-cost housing outside the City limits to provide for those who cannot be adequately housed within the City.

10. Every effort should be made to bring services and public facilities such as parks to a level corresponding to needs and adopted standards. In view of the very high cost of such a programme, the careful integration of development planning and long-term capital budgetting is essential, and the financial problems which would be faced by the City in providing adequate services and facilities to its citizens should be brought to the attention of the senior governments.

Chapter IV

COMMERCIAL DISTRICTS

The Range of Commercial Services

A great variety of commercial services are needed in a large city. These include business offices, such as the head offices of banking, insurance, manufacturing, merchandising and transportation concerns; business services, such as accounting, legal, printing and financial; and personal services, such as grocery stores, clothing shops, recreational facilities, restaurants and hotels.

Major offices need to be close to other offices and to business services. To attract staff they must be very accessible and in locations well served by shopping and other facilities. They tend to concentrate in the heart of the city, and around them are clustered the specialized services to business and its employees.

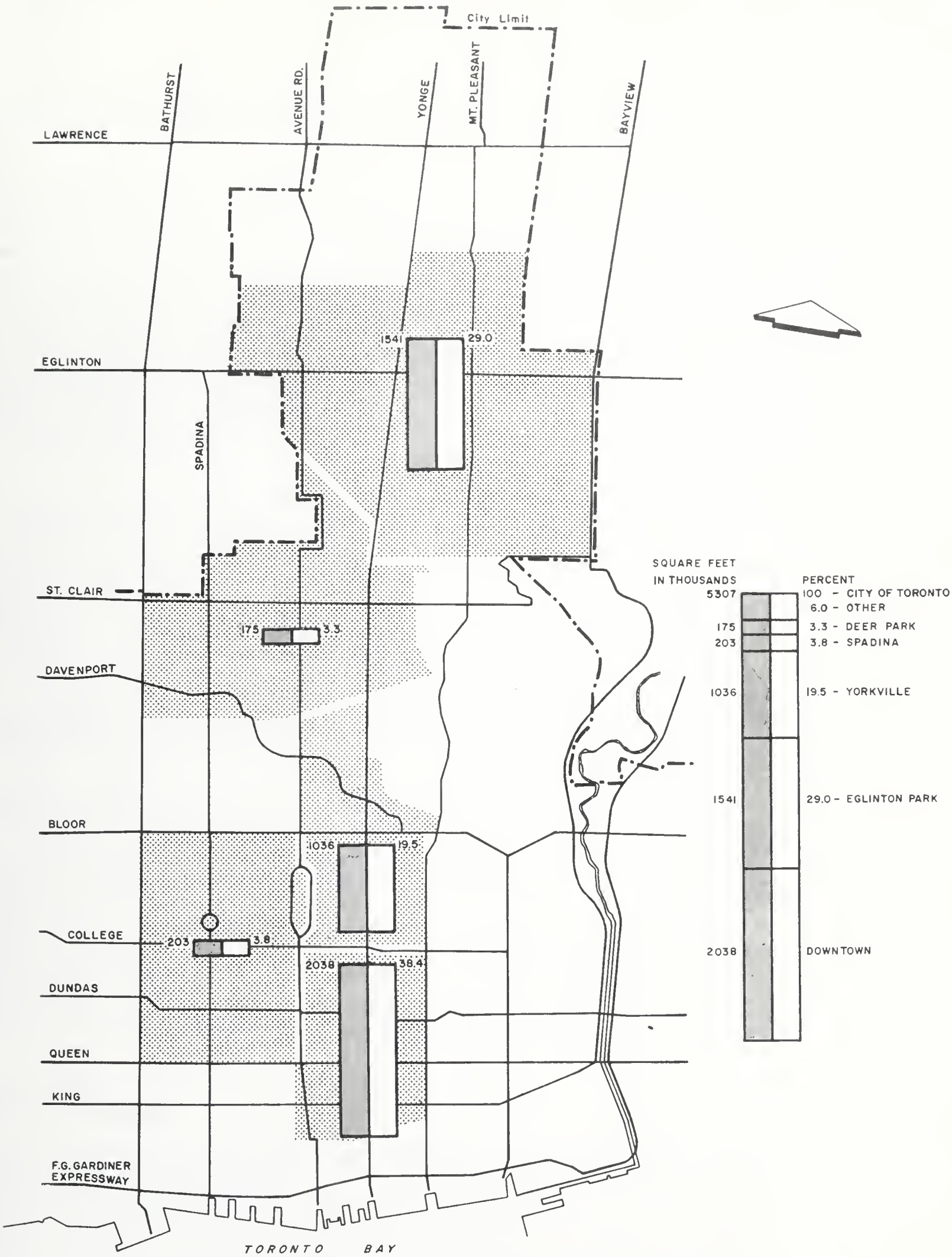
Shopping and other services to the public at large tend to be located at points where they are most accessible to the people they serve. Large department stores, depending on the whole of the city for their customers, locate in the core of the city where they are most accessible. The locations chosen by other merchants depend on the service they provide to customers, how frequently people shop for the type of merchandise, how specialized their stock is and how much they depend on passing traffic.

Office Districts

The central area has continued to rebuild itself. It is prosperous and gaining new buildings each year. Business offices have tended to remain concentrated around King Street with some prestige buildings gravitating to University Avenue. By 1981 it will have undergone great changes, with a net increase of 8.4 million square feet of commercial office space in the Downtown portion since 1961 and a further 3.7 million in Yorkville. The concentration will remain in the King-Bay area, although some significant structures should result from the redevelopment of the area surrounding Nathan Phillips Square. Bloor Street between Avenue Road and Bay Street also appears to be an attractive area for office building, particularly when combined with shops and apartments.

Outside the central area two major sub-centres have evolved on Yonge Street, one at St. Clair and the other at Eglinton. The St. Clair sub-centre has become a prestige address and has attracted several corporations to locate head offices there. It is close enough to the central area to be highly accessible but far enough away to be free of congestion. The area around houses a large number of people in managerial, professional and administrative positions. An efficient and attractive centre has been created without detracting from the adjoining

Fig. 18



GROWTH OF OFFICE SUB-CENTRES
CENTRAL TORONTO
1960 - 1964

CITY OF TORONTO PLANNING BOARD

areas, and it is anticipated that about 1.6 million square feet of additional office space may be accommodated between 1961 and 1981.

The Yonge and Eglinton intersection possesses the third largest office complex in Metropolitan Toronto (after Downtown and Yorkville). The surrounding residential area includes both a large apartment concentration and good quality, uncrowded homes occupied by families above average in income and education. The terminal of the Yonge Street subway makes Eglinton and Yonge one of the most accessible intersections in the City. Since 1955, when the subway was opened, large office buildings have been constructed along Eglinton Avenue from Yonge to Mount Pleasant Road. The district will continue to be one of Toronto's prime locations for head offices and for professional and financial consultants and about 3 million additional square feet of office space is expected to be added between 1961 and 1981.

If the predictions for the future development of office space hold true, only about 2.1 million square feet will be built outside the central core and the above sub-centres in the years to 1981. The growth of the St. Clair and Eglinton sub-centres followed the construction of the Yonge Street subway, and it might be anticipated that similar concentrations would appear along the Bloor-Danforth subway line, particularly at points where feeder bus routes converge. However, there are no locations on Bloor and Danforth that have the same advantages of direct access to Downtown, good roads leading to extensive tributary areas of Metropolitan Toronto, and extensive high-quality residential surroundings, so that any development is likely to be minor.

Criteria for the guidance of the City on the development of new and established sub-centres should be twofold. The first is the degree to which the development contributes to the workable structural arrangement of the City towards which the Official Plan is directed. The second is the impact of the development on the area which will surround it. In the case of Yonge and Eglinton and Yonge and St. Clair both conditions are well satisfied. It is also conceivable that other areas could qualify on the basis of supporting the structural concepts of the plan and of fitting into the existing character of the area without disruption, but these are likely to be less important.

Changes in Shopping

In the past, shopping in Toronto has followed the same general pattern of growth as the residential areas, moving outward from the central core along the major arterial roads. The extension of the street car system, allowing the great mass of the population to reach Downtown cheaply and quickly, was followed by a concentration of major department stores around Queen and Yonge. The street car also stimulated the growth of long strips of stores along the major arteries, concentrating at nodal points, such as Queen and Bathurst, Bloor and Bathurst, St. Clair and Vaughan Road, Danforth and Pape, and others, like beads along a string. Apart from these concentrations, the commercial strips met

the needs of nearby residents in the strings of small stores supplying everyday goods. In some places small groups of stores of this type came into existence off the main routes.

Shopping patterns have changed in recent years as a result of changes in society. New forms of retailing have evolved, and the distance which people are willing to travel to reach modern shopping centres with adequate parking has increased with increased car ownership and improved transit facilities. The planned shopping centre is the major new development, with many advantages over the older unplanned shopping strip. The most obvious is the amount of parking provided, but other less obvious advantages exist as well. Generally shops are much larger, reflecting new techniques of mass merchandising; the distance between shops is reduced by proper layout; and protection from the weather, small rest areas and landscaping are provided. A further advantage lies in the fact that planned centres are under one administration, allowing for a coordination of merchandising effort, advertising and promotion.

Changes in the transportation system have both a direct and an indirect influence on the location of shopping. Many shopkeepers seek locations where the maximum traffic passes their door. Changes in the transportation network shift this traffic and thereby affect the value of different locations. The building of the Yonge Street subway is an example: feeder routes leading to subway transfer points and terminals created new peaks of transit and pedestrian traffic. Such changes had a direct impact on businesses at both the new nodes and all along the former street car routes. In addition, office and apartment concentrations have built up around transit centres. These have generated a further demand for space for shopping, personal services, business services, service stations and parking. All of this may provide strong competition for the existing shopping strips, which are generally older, have smaller stores and are relatively less accessible.

Shopping Districts

It is possible to classify shopping activity in Toronto into a number of general categories, each of which differs from the others in size and locational needs. There are some local "corner" shops which meet the needs of the immediate neighbours for a variety of convenience goods. There are small stores which serve the day-to-day needs of a neighbourhood for frequently purchased goods and services; these are generally strung along arterials or in a few cases form local clusters on minor streets. There is the district centre which, in addition to serving a wider area than do the local convenience goods stores, offers less frequently purchased items, and usually includes a major food chain store and a chain variety store. Serving a wider market, these centres must be reasonably accessible to a large number of people, and are generally located at major arterial road intersections. There are also large, planned shopping centres in the suburbs serving people drawn from extensive segments of the Metropolitan area. Beyond these four levels are the major shopping centres, Downtown with its department stores and

Yorkville with its specialty shopping, depending on customers who come from the whole region. The Downtown area will continue to be the main regional retail focus, a fact emphasized by the recent announcement of large-scale improvement and expansion schemes for both Downtown department stores. It is likely that retail components in several large Downtown redevelopment projects will also restore a large share of specialty and "carriage trade" shopping to Downtown.

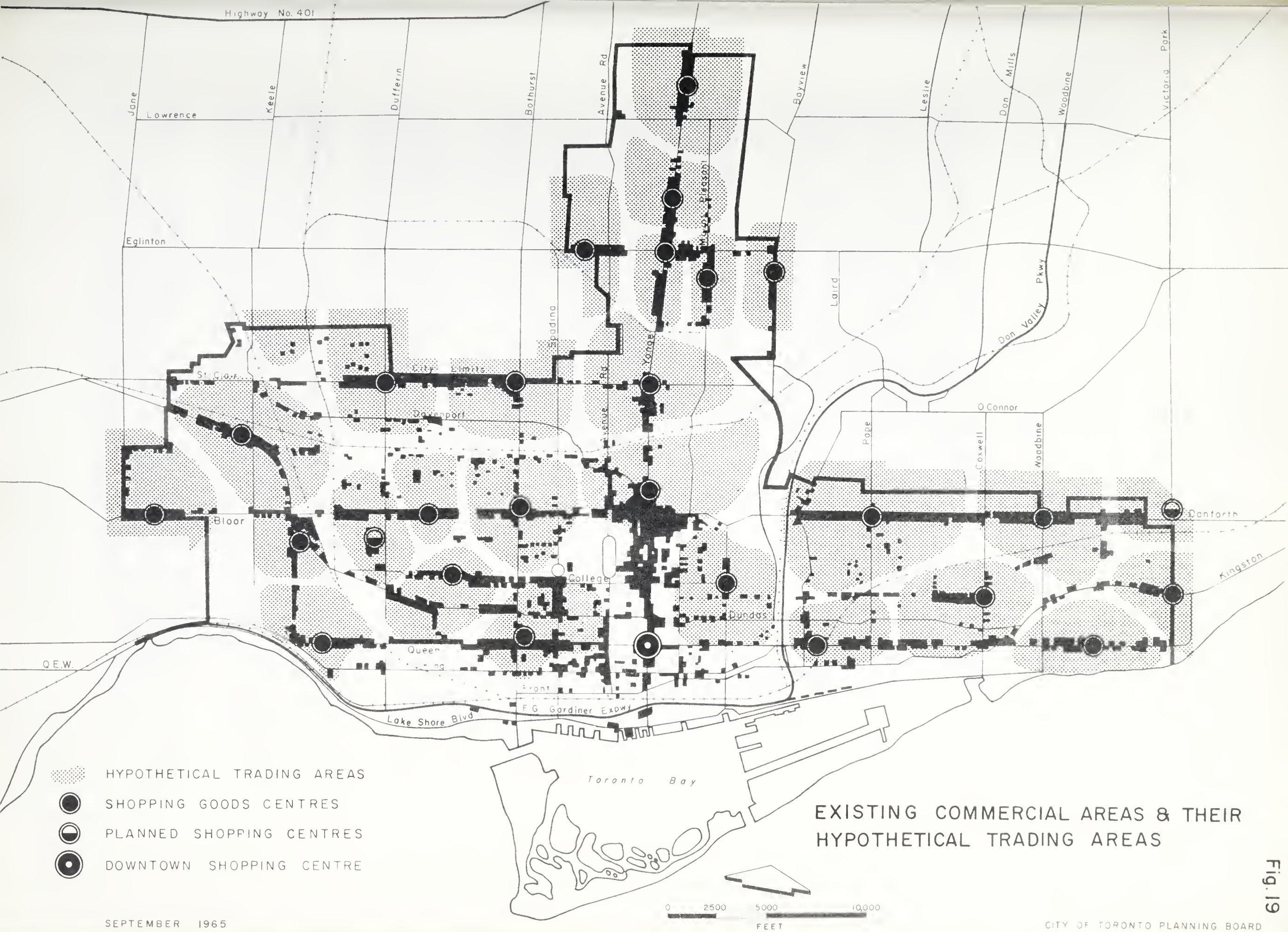
While the classification of shopping into "corner store", neighbourhood centre, district centre, regional centre, and Downtown is a useful descriptive device, the actual pattern of development is not as clear-cut; the different types of area tend to merge into each other both geographically and functionally. Except for the newer suburban plazas, the centres which have been mentioned are not planned. They have evolved over many years under the influence of a number of forces in contrast to the planned shopping centres which are more typical of recent suburban development.

The structuring of shopping in Toronto may be seen in Fig. 19. Stores are strung along the main arteries of the City with concentrations at major intersections of the arterial grid. There is only one planned shopping centre within the boundaries of the City at the moment, Dufferin, although construction has commenced on another centre, Riverdale, at Carlaw and Gerrard.

Problems of Commercial Districts

Rising income levels have influenced the type and amount of goods and services demanded. In consequence, many specialized shops have become economically feasible, and a demand has been created for added services which previously people provided for themselves, or did without. Examples may be seen in the commercial strips along Queen and Bloor Streets and Danforth and St. Clair Avenues. The major impact has been an increased tendency to concentrate at nodal points such as Bathurst and Queen, Bloor and Bathurst, and Pape and Danforth. The areas between, especially where the commercial frontages are interrupted by other uses, have tended to decline, creating "dead areas", and the centres on the minor arterial roads have also declined. The tendency to concentration in fewer but larger shopping centres has also been influenced by changes in merchandising. The newer and larger stores and their locations are determined by study of the market.

Study of the shopping areas of the City, outside Downtown and Yorkville, has shown this gradual concentration of specialty and shopping goods centres at key locations throughout the City. The building of subway lines and the elimination of street car stops has contributed to this change. In addition, increased car ownership has changed shopping habits, so that "one-stop" shopping is now considered normal. Only the shopping goods centres can cater to this type of shopping.



EXISTING COMMERCIAL AREAS & THEIR HYPOTHETICAL TRADING AREAS

Fig. 19

SEPTEMBER 1965

CITY OF TORONTO PLANNING BOARD

A straggle of shops along a street cannot provide adequate parking, nor place shops sufficiently close to each other to fulfil the shoppers' demands for convenience and accessibility. The alternative to the strip development is the planned centre, where ample parking is provided and shops are conveniently grouped to serve the public, and which is also accessible by public transportation.

In addition to the general pattern of shopping are those centres where certain types of business have gathered. For example, car dealers have congregated on Danforth Avenue, Bay Street, St. Clair Avenue and elsewhere. Medical services, entertainment, furniture, boutiques, coffee houses and other businesses are also often grouped together. A concentration of specialty shops is normally associated with the downtown areas, serving the employees of the large office buildings. Some of the local shopping districts also cater particularly to ethnic groups. These meet a special kind of need and thus perform a very useful function in the life of the City. The locations of some of these special centres are shown in Fig. 20.

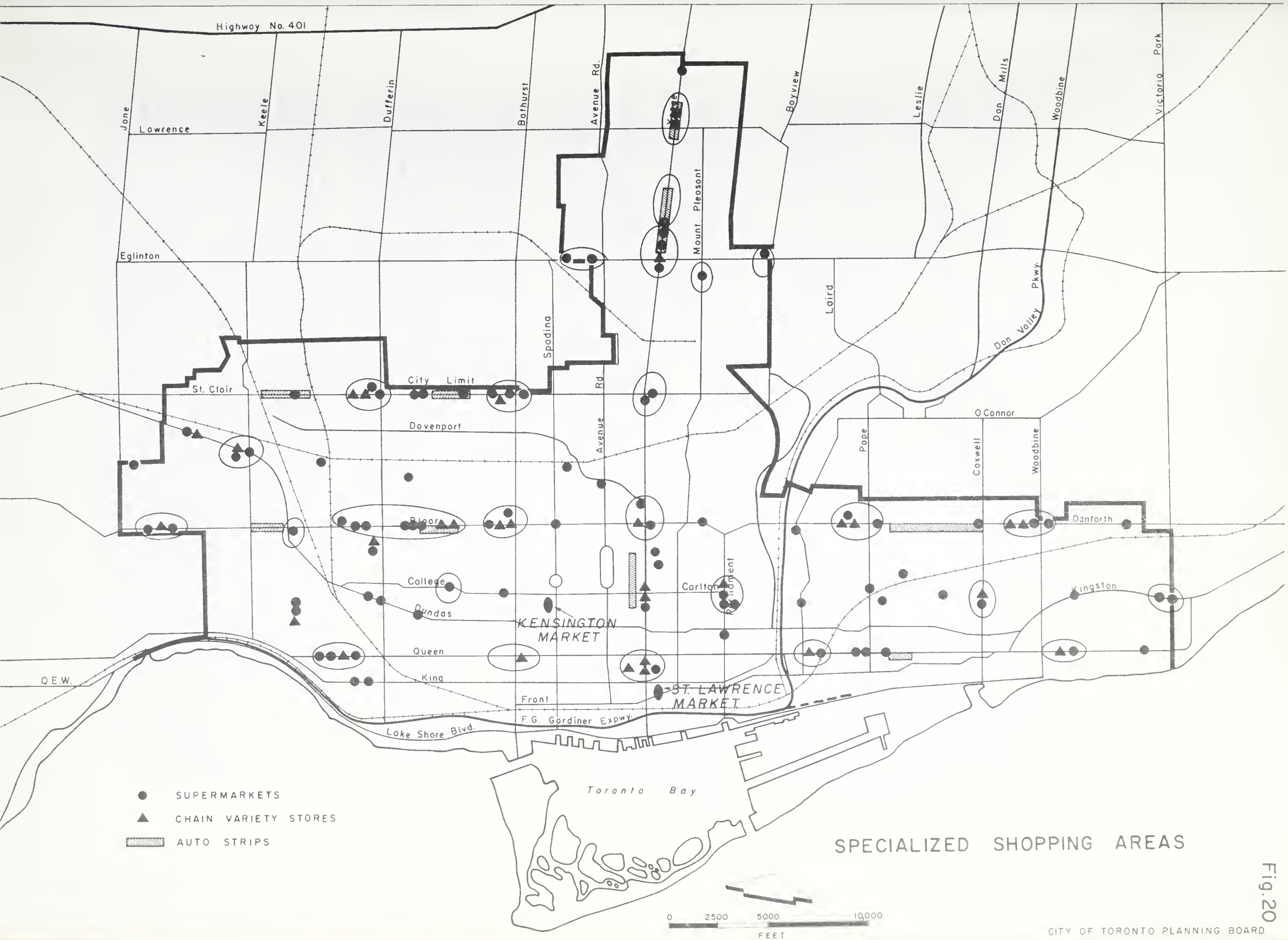
The Future of Shopping Districts

The basic objective of planning for shopping is to provide a clearly structured economic and functional pattern of shopping districts. Since shopping now tends to concentrate in centres rather than to spread along arterial strips, a stand needs to be taken against unlimited strip development, particularly on arterial roads. More and more, the needs of the motorist must be met if shopping is to be successful. Conversely, customers no longer think in terms of distance alone but of time, availability of merchandise, pleasant surroundings, price advantages and convenience. The centres to be encouraged are essentially the best located of those in existence today, strengthened and developed to meet the needs of the future.

To determine the policies that should be adopted three aspects must be considered: the desirable future pattern of commercial locations; the viability of existing shopping centres; the regulations and controls appropriate for new centres and to prevent the continued deterioration of existing centres.

Ideally, future centres should be fully supported not only by zoning and regulation, but also by locating public and quasi-public buildings in them. This will require a conscious effort to coordinate the activities of a wide variety of boards and committees, departments and branches of all levels of public activity, both governmental and quasi-governmental, to create complete centres of community activity to meet the changing needs of each district of the City.

Existing centres need to be assessed to see if they should be strengthened in their present location, relocated, rebuilt under urban renewal, or eliminated and replaced by a planned centre in another location. This will require careful study and sustained cooperative effort between tenants, owners, developers, and the City.



SPECIALIZED SHOPPING AREAS

Fig. 20

CITY OF TORONTO PLANNING BOARD

Once a desirable pattern of district and local centres has been determined, public policy can be used in a number of ways to help achieve it. Each district chosen as suitable for continued development and strengthening as a centre would need detailed study to establish the most appropriate zoning in relation to its location, character and special needs, as well as the need to give adequate protection to the surrounding area. Conversely, commercial growth in unsuitable places should be restricted or prevented, and in particular the zoning by-law should be amended so that it no longer permits shopping centres to be built in industrial zones. If this is not done a properly planned pattern of shopping districts could be disrupted at any time.

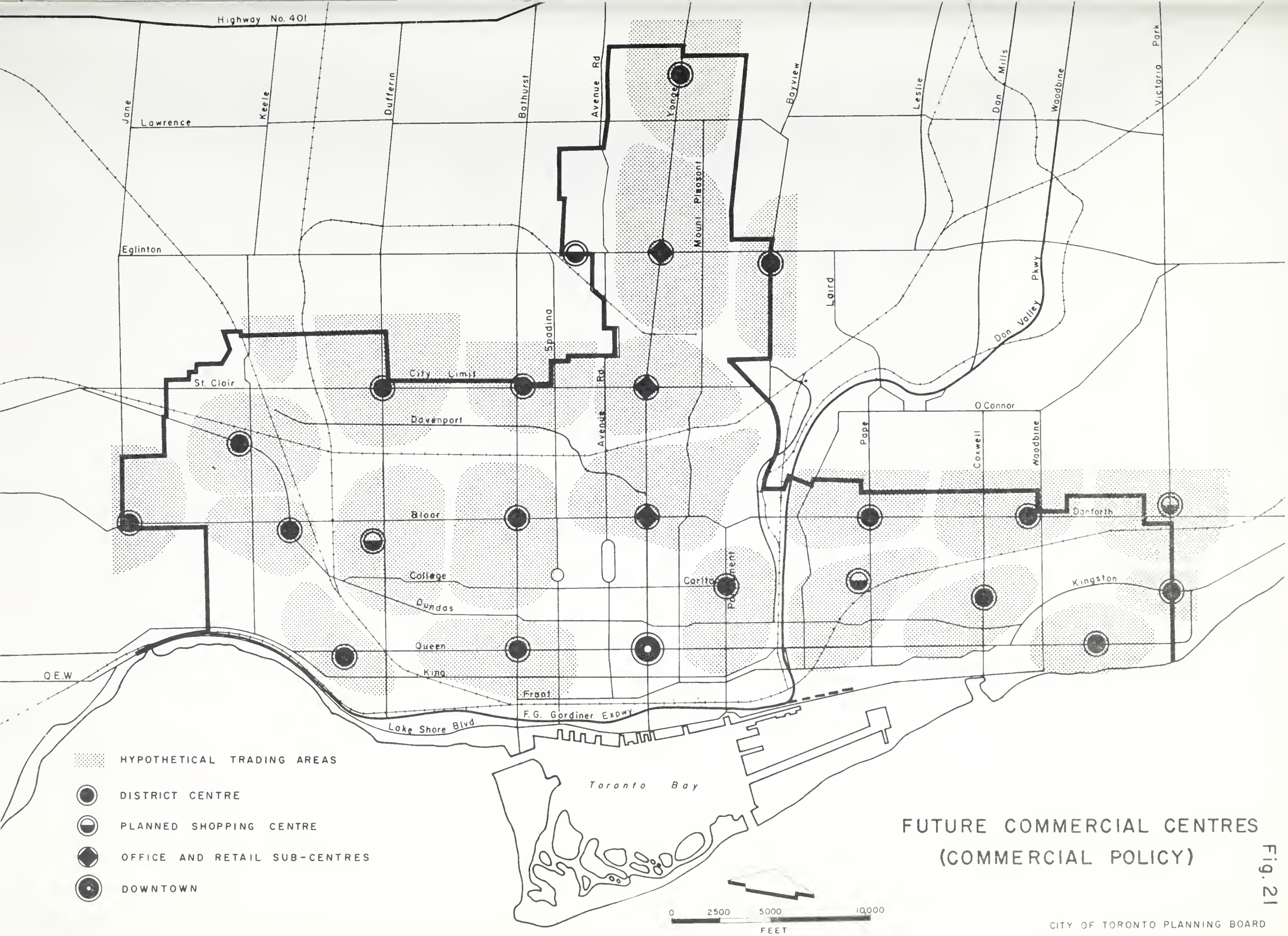
Urban renewal can be used to achieve a number of desirable ends. Not only can badly deteriorated buildings be replaced or eliminated, but unsuitable lot and street layout can be changed to overcome the frustrations to commercial development which may exist even in suitably zoned areas. In addition, well integrated centres can be built to serve a wide range of community needs.

Parking is essential to shopping centres and must be carefully related to land uses, street layout and traffic patterns. In existing areas cooperative effort by the merchants in conjunction with the Parking Authority can be arranged.

Changes in the transportation system, whether in the form of rapid transit, transfer points, surface transportation or roads and expressways may enhance or ruin existing or potential commercial centres. Special attention needs also to be given to improved methods of separating pedestrians and vehicular traffic.

In order to raise well-located commercial centres to a high level of accessibility, convenience and attractiveness, further programmes could be adopted by the City and the merchants. Encouragement can be given to the introduction of "Norwich-type" schemes of rehabilitation for commercial centres which would benefit from such a facelifting. New street furnishings, sidewalks, light standards, overhead wiring removal, and other improvements can make a major contribution to the revitalization of sound commercial areas. Small parkettes can make them more attractive and make shopping more enjoyable.

As disposable income continues to grow, so will automobile ownership and the demand for specialized goods and services, leisure-time activities, commercial recreation and travel facilities such as motels and hotels. Increasing concentrations of people living in apartments will also sustain shopping and service centres. The price of commercial land in good locations will remain high and competition keen. Location will become increasingly more important to success. The logical policy for the City to follow is to select from among the existing commercial areas those that can form a rational City-wide pattern of well-defined centres, and to use every means at its disposal to strengthen them and to encourage each to assume an efficient and attractive form. Such a pattern is shown in Fig. 21. Each centre will need to be studied



FUTURE COMMERCIAL CENTRES
(COMMERCIAL POLICY)

Fig. 21

CITY OF TORONTO PLANNING BOARD

individually and planned according to its own needs. Parallel and complementary to this programme, changes of use should be encouraged for the commercial areas which, because of their location or other characteristics, cannot be expected to be viable in the long run.

Recommendations

1. The City should encourage the expansion of the Downtown business district as the centre of financial and related business and of Metropolitan-wide mass retailing; of the Yorkville district as the secondary office area and specialized retail district; and of the St. Clair and Eglinton office and retail sub-centres. The emergence of limited sub-centres along the Bloor-Danforth line at such major arteries as Bathurst and Pape should be permitted if it is in accordance with the general structure of the City envisaged in this report and if it takes place in such a way as not to disrupt surrounding areas.

2. The development of a pattern of well-distributed and efficient major shopping sub-centres, as shown in Fig. 21, should be encouraged. This will entail a detailed examination of the existing shopping areas to determine policy for each. Measures to assist the development and efficient working of selected sub-centres may include zoning changes, urban renewal programmes, provision of parking, separation of pedestrian and vehicular traffic, and improving appearance. It would also be very desirable to promote the location of civic, governmental, and community services in these sub-centres so that they will become local "downtowns".

3. If it seems desirable that certain existing commercial areas should be eliminated, urban renewal studies should be carried out with a view to replacing them with public housing or other appropriate kinds of development.

CHAPTER V

INDUSTRIAL DISTRICTS

The Industrial Structure of Toronto

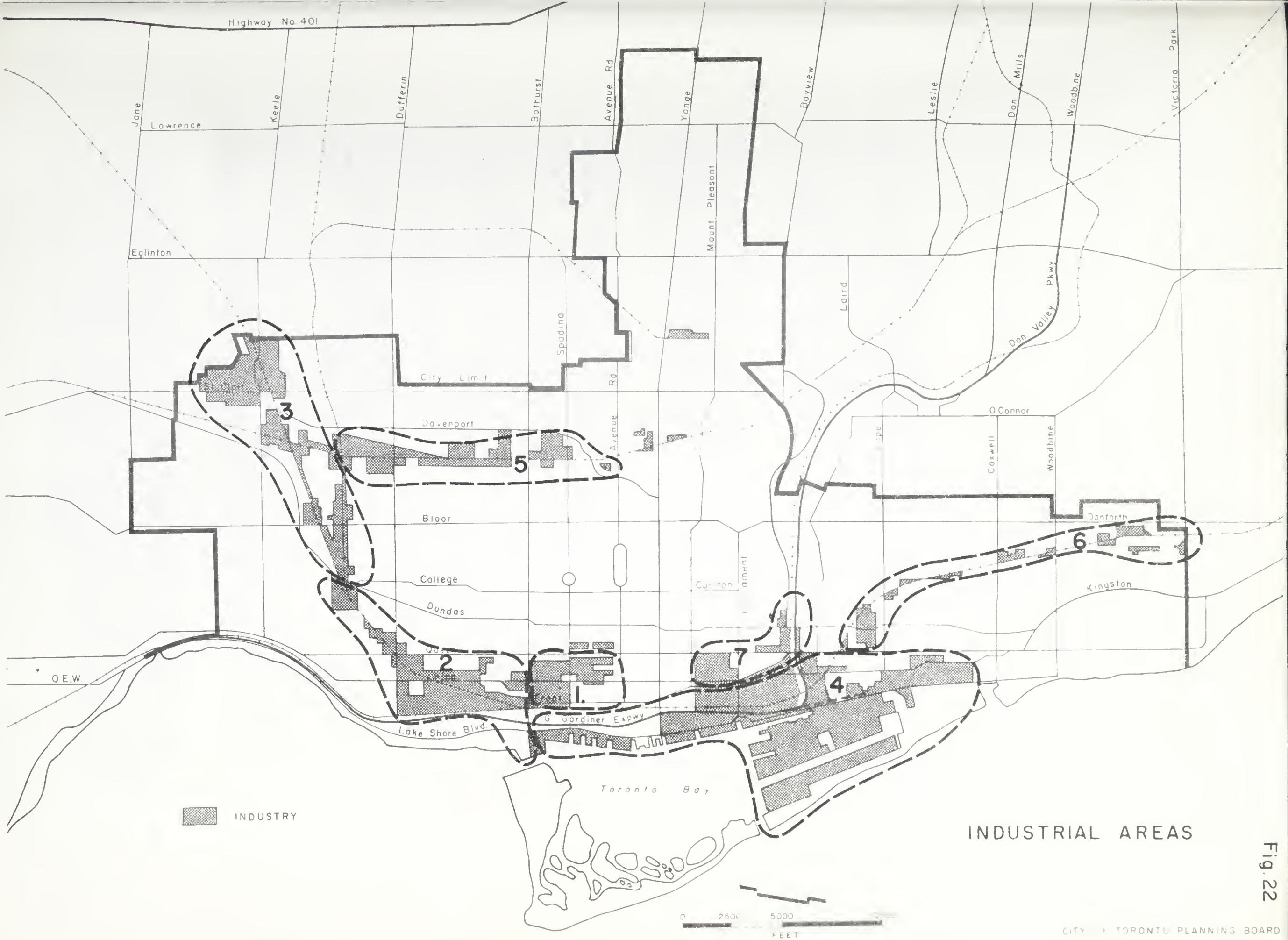
The difficulties of importing manufactured goods into early York, especially from November to April when the ice-blocked lakes made it virtually impossible, led to the establishment of a few small industries which were confined to manufacturing for purely local needs. These were centred on lower Yonge Street, although there were two breweries north of Bloor Street and some mills at the Don River.

The 1850's brought three developments that gave Toronto the industrial prominence that it enjoys today. The first, and perhaps most important, of these was the coming of the railways. Three lines were built converging on the centre of the City, and Toronto became the point through which all goods, especially wheat and grain, travelled from the western and northern parts of the province to the east. The railways also provided means for the distribution of Toronto-manufactured goods outside the immediate area. With the railways came large numbers of immigrants who provided both a labour force and a market for the goods being produced. The third factor contributing to this boom in industrial growth was the practical application of steam power to machinery, leading to the growth of larger factories.

In the 1860's, the American Civil War created new markets for Toronto's manufactured goods and also for the wheat and grain that was exported from Toronto Harbour. The repeal of the Corn Laws in 1849 had given Canada more freedom in export trade, and now a protective tariff passed by the Dominion Parliament provided an added incentive to industry. By 1899, Toronto had most of the types of industry that it has today, and more than one-half of the City population was dependent on this industry as a source of income.

During this period industry spread outwards. In 1862, harbour land reclamation for industrial growth began. Industry spread through the City following the railway lines, from 1875 to 1910 extending north and west from Bathurst Street to Sorauren Avenue and Dundas Street and, beginning in 1890, along the C.P.R. line parallel to Dupont Street. The Junction area started to develop at the same time, and the establishment of the large meat packers there began in 1900 with the location of the Ontario Stockyards at Keele Street and St. Clair Avenue. During this period industry also developed along the Don River south of Gerrard Street, and west along King Street and along the C.N.R. tracks in the Coxwell-Woodbine area. The introduction of electricity for industrial use soon after 1900 provided an additional boost to manufacturing in the City. World War I brought increased demands for manufactured goods - munitions, food and clothing. The 1920's were marked by a great deal of harbour expansion and the continuing growth of the other industrial districts. Manufacturing is now a major economic activity in the City. It is very varied, consisting mainly of small to medium-sized plants producing for the consumer's market.

Industry in Toronto today is found in seven main areas (see Fig. 22):



INDUSTRIAL AREAS

Fig. 22

CITY OF TORONTO PLANNING BOARD

1. The area bounded by Dundas, Bathurst, Front and Jarvis Streets contains two special concentrations, the garment industry or "needle trade", centred at Spadina Avenue and Adelaide Street, and the textile wholesalers on Wellington Street between York and Bay Streets. The area also houses printing and allied industries, the manufacture of iron and steel, leather and paper products, and the wholesaling of iron and steel and paper products and of china. Many new and small firms are attracted to this area by low rents and proximity to markets and suppliers.

2. West of area number 1 is a group of three sub-areas, the first bounded by Queen, Bathurst and Niagara Streets, the second by Dufferin, Queen and Strachan Streets and the C.N.R., and the third following the C.N.R. from Queen Street to Dundas Street and Sorauren Avenue. Among them, they contain a great diversity of industries, mainly manufacturing but with some wholesalers and warehouses. The iron and steel industry is most important, followed by textiles and clothing, electrical apparatus, printing and furniture.

3. In the Junction area industry is concentrated along the three major rail lines. The meat packers are concentrated here, but the bulk of industry is manufacturing, mainly metallic products, food products and chemicals. There are also many other types of manufacturing, together with wholesalers, scrap metal yards, construction firms and transport companies.

4. From Bathurst Street to Leslie Street, south of Front Street and Eastern Avenue, is an extensive industrial area which falls into four sub-areas. The first, west of Cherry Street and south of the railways, consists of piers, a few manufacturing firms and several wholesalers, this last function being particularly important in this sub-area. The second sub-area, east of Cherry Street and south of the railways and Eastern Avenue, provides storage space for petroleum products, coal, steel and chemicals. There are also several manufacturers, the chemical industry being the most important. Both these sub-areas are relatively modern, being built on filled land which is still being extended to provide more industrial sites. North of the railways are two quite different sub-areas, unrelated to the harbour and with old and often inadequate buildings. The one to the west of Jarvis Street is dominated by wholesaling, especially of food; the other, east of Jarvis Street, is mainly a manufacturing district, with some warehousing.

5. The Dupont industrial belt follows the C.P.R. line as far east as Bedford Road. It is extremely varied in nature, size and age of firms, though manufacturing is dominant, mainly of iron and steel products, with food and beverages, textiles, chemicals, building materials and rubber products produced as well.

6. In east Toronto industry is concentrated along the C.N.R. line, mainly between Pape and Greenwood Avenues. It is chiefly manufacturing, including light iron and steel products, paper products, electrical apparatus, printing, rubber products, toys, and food and beverages, but there are also wholesaling, warehousing, construction and transport firms. Various inadequacies give this area probably the poorest industrial prospects of any of the seven.

7. The industrial area from Jarvis Street to and along the Don River, on either side of Queen Street has several clearly definable sub-areas. The Jarvis Street to Parliament Street section consists mostly of manufacturing similar to the type found in the adjoining Downtown area. Scrap yards predominate in the area bounded by Parliament Street, Eastern Avenue, St. Lawrence and River Streets, and Shuter Street. The remainder of the area has a mixture of firms, with service industries predominant among the new arrivals.

Trends in Industry Today

The future of industry in the City will be affected by a number of different trends.

In Metropolitan Toronto as a whole, industry is of decreasing importance as a source of employment. In the last ten years manufacturing employment increased by over 32,000, making up 22% of the total employment increase; but employment in manufacturing has nevertheless not been growing as rapidly in Metropolitan Toronto as in Ontario as a whole, the rate being less than 17% over the last ten years, compared with 23% in the entire province. On the other hand, employment in the service, retail, wholesale and finance groups has been growing much faster than it has in the province as a whole, and the growth in Metropolitan Toronto's population and employment is mainly attributable to these types of activity. Its large concentration of population permits the establishment of highly specialized services to meet not only its own needs but those of the rest of Ontario and in some cases of the entire country. This is reflected in the City in an increase in finance and service employment of 6,300 between 1960 and 1964.

At the same time, manufacturing employment in the City dropped by 6,100 and wholesaling employment by over 7,000, despite an increase of 1.8 million square feet in manufacturing and wholesaling floor space in the same period. As vacancy rates were not unduly high, it is apparent that the density of employment - the ratio of employees to floor space - is dropping in the City just as it is in the suburbs, presumably due to the increasing automation of industrial processes.

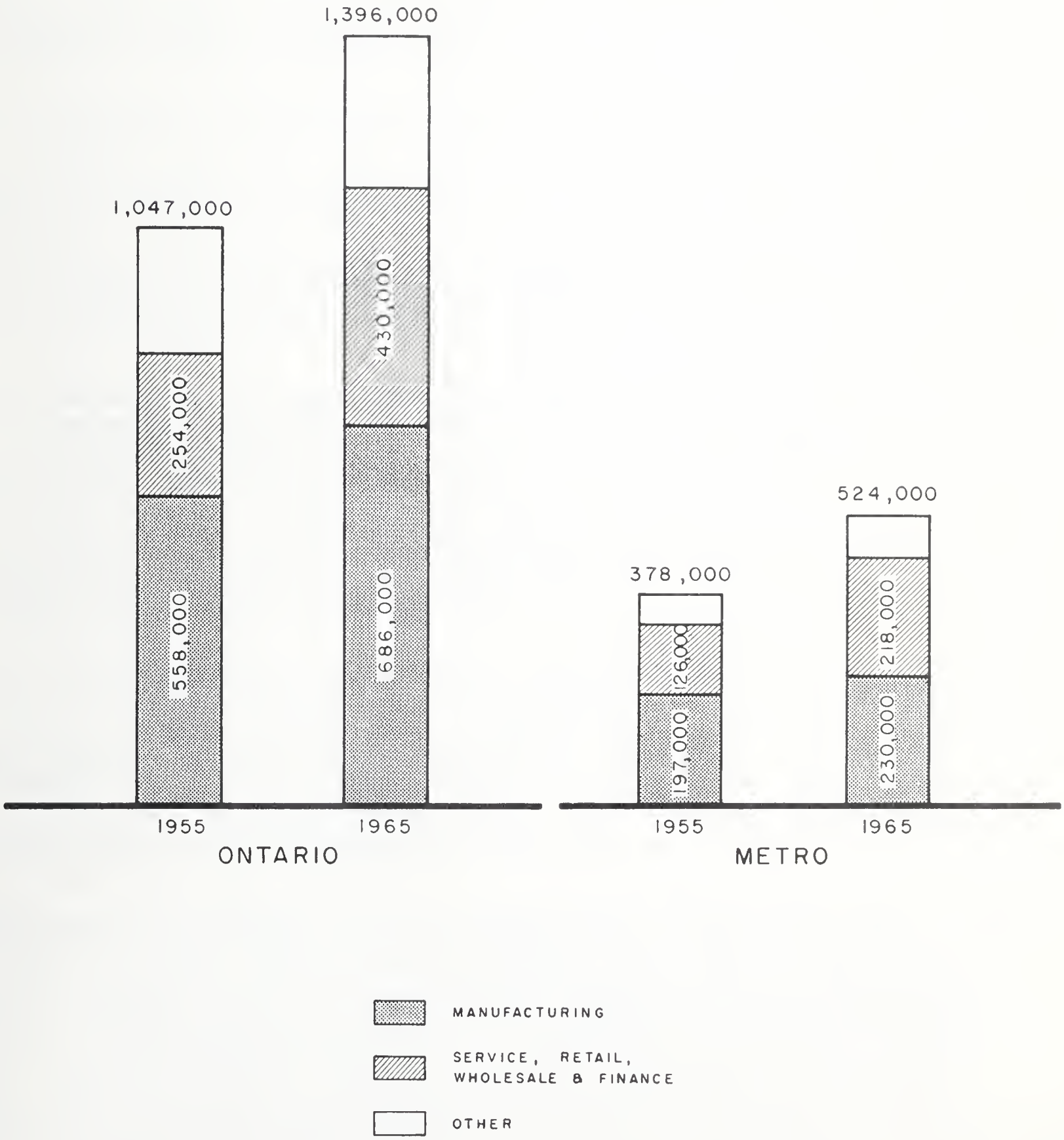
Certainly major changes are taking place in the industrial sector of the City. Large old firms leave the City, and small young firms reoccupy their space. These firms in turn grow large and are forced to move. Some existing firms decide, because of the amounts already invested on the site or the advantages of the location, to expand rather than move, and of course entirely new firms and new buildings are being established.

Industrial Policies

Policies with regard to industry must take account of all these trends.

Industrial areas generally should be consolidated. Existing industries are often located on scattered sites, particularly along the railway lines. If an industry is isolated, and does not have other industries and ancillary services in its vicinity to provide the supporting services small industrial firms require, the ultimate re-use of its site should be non-industrial.

EMPLOYMENT BY INDUSTRY
with employers employing 15
or more persons



Viable industrial areas should be consolidated and strengthened. Industrial areas along the Queen Street axis and in the Junction area give every evidence of vitality and good industrial health. These areas provide an important "incubator" function for Metropolitan Toronto as a whole. The industries located there are mainly youthful, growing, taking advantage of cheap space in older buildings, supporting services, a flexible labour force and the ability to serve the greatest variety of markets.

The City's general policy should be to abandon weak and isolated industrial sites, and consolidate and strengthen the best and most viable industrial areas. This would mean that while isolated industrial sites were being eliminated, pockets of housing within well located and extensive industrial areas would be redeveloped for industrial purposes.

It is clear that though industry is leaving the City, in many cases it is not because of the attractions of a suburban location, but because of lack of central alternatives. Most industrial firms move because of lack of space for expansion. Though there is a considerable amount of vacant space available in the central City, it is in old structures, often with inadequate parking, loading and other facilities. It is suitable for the industry that is just getting started, where the need for inexpensive space, conveniently located for breaking into the market, is the most important consideration.

But when industry is firmly established, fairly large and growing larger, its expectations and desire for space increases. It is no longer content to put up with inadequate space to shave a few cents from its rental costs. Surveys have shown that though at least half of the firms contemplating a move would prefer a central location, no modern industrial space is available for them in the City. To obtain such space they must move to the suburbs. Alternative modern industrial space is not available in central City locations because of the difficulty of assembling sites of adequate size and the cost of the land.

The role of planning in creating this situation should be mentioned. One of its successes in suburban areas has been the retention for industrial purposes of very extensive tracts of land which would otherwise long ago have been pre-empted for the residential and other non-industrial uses which normally precede industrial demand. The result has been that more industrial land has been available in the suburbs at a reasonable price, within relatively easy commuting distance, than is the case with land for residential and other purposes.

The differential between prices for industrial sites and other land, which is obvious in the suburbs, becomes glaring in the central City, where $1.50 to $2.00 per square foot for industrial land must be compared with $6.00 to $8.00 or more for other purposes. There is a strong temptation to try to hold industrial land until a use capable of paying the higher price (such as parking) arrives, or to obtain rezoning for non-industrial use, which will assure a higher land price. But just as it is in the interest of suburban municipalities to designate industrial land and hold it for that purpose, even though other kinds of development could bring a larger and more immediate return, so it is to the City's interest, in the best located industrial areas, to insist on continued industrial use in spite of the temptation to permit other development.

In a number of locations, particularly immediately around Downtown, there are pockets of blighted housing within extensive industrial areas. Because of its poor quality, clearance of this housing is essential as part of the City's programme to eliminate poor housing. The land obtained can contribute to the improvement of the industrial area, helping to modernize it. The fact that it could be reduced in price as part of a renewal programme would make it particularly useful for those purposes that cannot pay the market price.

Multi-storey factories would be a valuable addition in these areas. They would provide modern, efficient space for industries as long as each industry was on one floor. They could provide common services of a high order for their tenants and contribute to the overall efficiency and attractiveness of the area. They would help provide the accommodation that surveys have shown* is needed for industries that are expanding and wish to remain in the central area but will have to move out unless such space is available. They will be better able to pay the high price of land in central areas but may still need City assistance to ensure that suitable sites are created.

It is desirable to modernize central industrial areas and redevelop residential pockets to provide a continuing source of employment for the many industrial workers who will continue to live in the City, close to the industrial areas.

Policies to ensure that the inner areas remain healthy and adapt to new needs should be a part of the Official Plan.

For new industries requiring large tracts, the land being created in the course of harbour filling is the obvious answer. A suitable reserve for lake and harbour-oriented industries must be maintained, but more than is required for these rather limited demands is likely to be created. A special problem in the filled lands is the lack of an efficient system of trucking roads. The deficiencies in this area will be lessened by the new Cherry Street bridge, but more adequate connections to the expressway system will still be needed.

Recommendations

1. Isolated industrial sites which are not compatible with their surroundings should be gradually redeveloped for other purposes that fit their locations.

2. Major industrial districts should be strengthened, improved and modernized through the extension of the present Improvement Programme and other appropriate means. Pockets of poor housing in these areas should be cleared. Larger parcels should be used for new industrial structures, probably multi-storey, to provide

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* See Industrial Prospects in the City of Toronto, City of Toronto Planning Board, June 1965.

modern space at reasonable price for industries that would otherwise be forced to leave the City. Smaller parcels should be used to improve parking and loading facilities for existing industrial firms, or to provide small sites for service and other small industrial concerns.

3. Extremely large space users and harbour-oriented firms should be provided for on filled land created in the course of harbour extension. Connections between these newly created areas and the expressway network should be improved.

CHAPTER VI

MAJOR PARKS

The Background

Water has conferred three priceless gifts upon Toronto. Lake Ontario provides the lakeshore and open water, with all that these imply: beaches, boating, cool breezes, views and all the other benefits that a landlocked city lacks. Water action within the lake created the sandspit that became the Toronto Islands, giving the City not only a first-class natural harbour and sheltered water for sailing, but also a unique, cool, secluded island recreation area within easy reach of the very heart of the City. On the land, water action created the ravines, the verdant ribbons of quiet and natural beauty which wind through the otherwise solid mass of buildings and streets. The lakeshore, the Islands, and the ravines, together with High Park, which itself is for the most part a ravine park, give the people of Toronto a remarkable choice of outdoor environment and recreation, distinct from the usual small local parks and playgrounds, within easy reach of everyone.

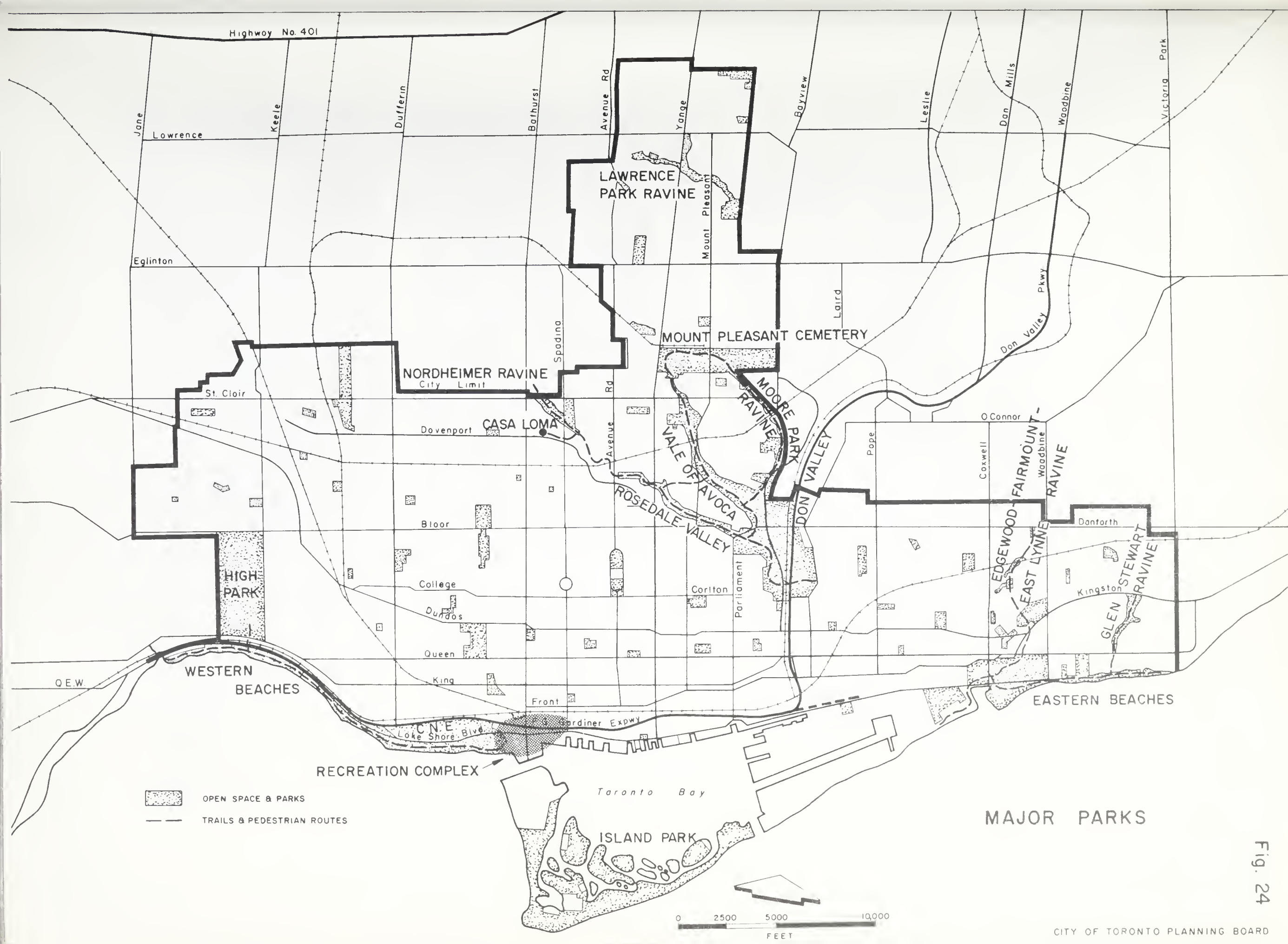
Nevertheless, under the pressures of a growing population, ever more intensive development, and increasing leisure, Toronto cannot be satisfied with the present state of affairs. It would have little meaning to subject these four recreation areas to analysis in terms of the accepted standards of so many acres of park per thousand persons which should govern the provision of local parks, as discussed in Chapter III, because their significance depends not so much on their size as on their special characteristics of location, seclusion and natural beauty. But for the same reason it is vital that everything possible be done to enhance, extend and preserve these unique assets. As High Park is already fully developed and under the jurisdiction of the City Parks Department, and the Islands are being developed by the Metropolitan Parks Department, which has a comprehensive plan involving a very wide range of facilities, only the ravines and the mainland lakeshore present both the prospect of substantial further development and the need for fresh planning and administrative action.

The Ravines

Toronto's ravines were the subject of a 1960 report by the City of Toronto Planning Board, Natural Parklands. The recommendations of this report were subsequently adopted in principle by City Council, but a number of steps are still needed to put this general policy into effect. This section is based on the Natural Parklands report, and its recommendations, modified in the light of developments which have taken place since its publication.

The original ravines of Toronto can be divided into four groups:

> The ravines which now constitute High Park.
>
> Two long ravines in the western part of the City which came together near Fort York; the original character of these has almost completely disappeared, one ravine having been used for the railway lines running north-westward from the central yards and the other (the Bickford ravine) for the most part



MAJOR PARKS

Fig. 24

CITY OF TORONTO PLANNING BOARD

having been filled or built on. Fragments only remain as open space - Willowvale Park, Trinity-Bellwoods Park and some smaller parks - though the ravine character of these parks remains.

Several small ravines in the central and eastern sectors of the City. Most of this ravine land too has been filled or used in various ways, small parts remaining in various parks such as Queen's Park, Withrow Park and Fairmount Park.

The Don Valley and the ravines which run into it - the Chatsworth-Lawrence Park, Moore Park, Vale of Avoca, Nordheimer and Rosedale Valley ravines. The Chatsworth-Lawrence Park ravine and the Nordheimer ravine (including Sir Winston Churchill Park) are parts of the original ravine system, but are now effectively separated from the continuous central system which comprises the Moore Park ravine, the Vale of Avoca and the Rosedale Valley, all linked to the Don Valley. Only in this system does a substantial area remain in something like its original state or as parkland, and the recreational potential of this area is of the greatest value to the whole City.

The Outer Ravines and Ravine Parks

The Chatsworth-Lawrence Park ravine runs diagonally across north Toronto from a point near Lawrence Avenue and Avenue Road to Sherwood Park at the eastern City limits. Under the proposed Metropolitan Official Plan, park development would be continuous from Sherwood Park along the ravine to the Don Valley park system. Most of the ravine within the City is already developed and landscaped for park purposes, including formal gardens, tennis courts and bowling greens, a playground and other facilities, and the Glenview Senior Public School, to be built at the western end of the ravine, will make a swimming pool available for public use. No further action in this ravine seems to be indicated, other than tree-planting and landscaping, and, where desirable to add usable recreation space, acquisition of the rear of certain private lots which form part of the ravine itself.

The Nordheimer Ravine was originally part of the Rosedale Valley, but has now been filled and built on south of Davenport Road. It now runs from Boulton Drive to St. Clair Avenue, crossed by Spadina Road, and this section remains mainly in its natural state and mainly publicly owned. It adjoins Sir Winston Churchill Park at Spadina Road and St. Clair Avenue. The stretch of ravine running north-west from Spadina Road will be used for the Spadina Expressway, but careful design could leave what remains as an attractive park and a pleasant wooded walk. This could be added to by securing public access across the rear of private properties on Davenport Road and Boulton Drive, along the face of the escarpment, as far as Casa Loma, and it could be connected by a continuous pedestrian way to Ramsden Park, thus providing a link to the central ravine system again.

The Edgewood-Fairmount-East Lynn parks ravine, between Danforth Avenue and the Greenwood Racetrack in the east end of the City, has been largely lost to fill and building, leaving only the small parks named and a short stretch of unused ravine on either side of the C.N.R. line. These could, however, be connected by existing streets, unused road allowances, easements in privately owned ravine land, and a tunnel under the railway, to provide a pedestrian route to the lakeshore. Again, the accomplishment of such a scheme would depend on the sensitivity of expressway design, in this case of the Gardiner Expressway, which will use this route for its eastern leg to join the MacDonald-Cartier Freeway.

The Glen Stewart ravine, also in the east end of the City, between Queen Street and the Kingston Road, is already a developed park which might be enlarged by the acquisition of some privately owned ravine land.

The Central Ravine System

The central system comprises the three ravines that extend like fingers north-westward from the Don Valley - the Moore Park ravine from Chorley Park through the middle of Mount Pleasant Cemetery to Merton Street and Mount Pleasant Road, the Vale of Avoca from Craigleigh Gardens to Yonge Street at the west end of Mount Pleasant Cemetery, and Rosedale Valley from Necropolis Cemetery to Yonge Street north of Bloor Street. All three could provide long, unbroken stretches of ravine park for walking and riding, for ski trails, and, at intervals, playgrounds, picnic areas and the like. Carefully and sensitively developed, the central system could be one of Toronto's greatest attractions and a recreational asset comparable to, though different from, the Islands: a place for quiet relaxation, for hikes, for nature studies, and just for escape from brick, concrete and asphalt.

At present the central ravine system is a patchwork in both use and ownership. The Moore Park ravine, which was the route of the former Belt Line Railway, is now divided in ownership among the City of Toronto, the Township of East York and (north of Moore Avenue) the Trustees of the Toronto General Burying Grounds. To the north of Moore Avenue the ravine is effectively a part of Mount Pleasant Cemetery, though not used for cemetery purposes; to the south it remains more or less in its natural state apart from the old railway grade and certain portions that have been marred by the dumping of pieces of broken sidewalk and other material. Discussions have taken place with a view to conveying all the lands north of Moore Avenue to the Burying Grounds Trustees, subject to an agreement to maintain a walking trail open to the public during daylight hours, and all the land in the ravine to the south to the Municipality of Metropolitan Toronto for development as a Metropolitan park. This would accomplish the objectives sought by the City and appears to be the most satisfactory way of resolving the problems.

The Crosstown Expressway proposed by the Metropolitan Planning Board would use the southern portion of the Vale of Avoca to reach the Don Valley Parkway, and this would inevitably destroy the quiet seclusion of this stretch. It would not, however, necessarily end the possibility of using it for trails parallel to the expressway, from the Don Valley to the northern part of the ravine, and with careful planning, preservation and planting

of trees, and landscaping, the road would not detract too greatly from the pleasure of walkers, riders, skiers or cyclists. Pending a final decision on the Crosstown Expressway, it would clearly be premature for the City to undertake extensive land acquisition and improvement in this area, but any necessary steps, including development controls and land acquisition, should be taken to ensure that private development does not impair the present character of the ravine. Further north, on the other side of the C.P.R. line, there is already a large area of parkland, including Rosehill Reservoir, and a substantial amount of City-owned land on either side of the St. Clair Avenue bridge. With the acquisition of a certain amount of privately owned land and some clearing and improvement, a very attractive stretch of ravine parkland would extend from the railway bridge into Mount Pleasant Cemetery, through which walkers, skiers and riders could reach the Moore Park Ravine (which is acceptable to the Burying Grounds Trustees), providing an extensive circular route linked by the Cemetery to the north and the Don Valley to the south. A mid-way link between the two ravines could also be provided along the north side of the C.P.R. line if the necessary private property or easements were acquired.

Steep slopes and the Rosedale Valley Road preclude any elaborate recreational development of the Rosedale Valley other than in existing parks. The requirements here are maintenance of the Valley's pleasant wooded character, the creation of a trail, and protection against such intrusions as further private building within the Valley and the creation of new vehicular accesses from the Rosedale Valley Road. A good deal of the Valley is already in public ownership, but a programme of acquiring private valley lands should be undertaken, particularly where there is a threat of any kind of development taking place that would be incompatible with the character and intended recreational purposes of the Valley.

The Waterfront

Plans for the waterfront of the Metropolitan Toronto Planning Area, extending from the west limit of Toronto Township to the east limit of Pickering Township, are currently being prepared as a Metropolitan Toronto Planning Board project. The City of Toronto Planning Board is contributing to this project plans for the Eastern and Western Beaches (from Coatsworth Cut to the eastern City limit, and from the Humber River to the east limits of Coronation Park), and, in cooperation with the Toronto Harbour Commissioners, for the harbour area. A plan for the Toronto Islands is being prepared by the Metropolitan Parks Department.

Like the ravines, the waterfront is a very special kind of asset and should be treated as such. Every effort should be made to open the City to the lake by improving accessibility and exploiting water views, as well as developing the varied recreational potential of the lakeshore. Careful landscaping and harmonious, integrated design should give unity to the entire waterfront and should be used to screen off its less attractive features. Where it can be done without impairing existing views or doing harm in other ways, public parkland and beaches should be created by filling. Where appropriate, the use of the lakeshore should be extended by the development of viewpoints, promenades, waterfront restaurants and marinas. The basis of all this should be a comprehensive plan in which the entire waterfront is considered as a public asset.

The threat of water pollution is a very serious one. Pollution could destroy much of the value of one of Toronto's chief possessions and rob its citizens of the pleasures that are rightfully theirs. All possible efforts should be directed towards its prevention.

The Western Beaches

The lands of the City's Western Beaches south of the Gardiner Expressway between the Humber and the east limits of Coronation Park are in the process of being transferred from the ownership of the Toronto Harbour Commissioners to that of the City of Toronto. Generally these lands are zoned as park, with the exception of some areas zoned to accommodate existing private clubs. The strip of land occupied by the Gardiner Expressway is residentially zoned and belong to Metropolitan Toronto.

The concept of a green parkway along the lake has been fairly well established for the Western Beaches. Ribbon development along the Parkway has been halted at the two motel developments immediately east of the Humber, further proposals for commercial development along the waterfront having been rejected. The parkland along the roads provides an impressive entrance to the City, with the curve of Humber Bay affording an opportunity to view the skyline of the Downtown area across an expanse of water.

The narrow strip of land between Lakeshore Boulevard and the lake provides a public park with facilities for swimming, walking, picnics, children's playgrounds and access to boats moored behind the protective breakwater. Various private clubs enjoy the centrally located waterfront access offered by the Western Beaches. Use of the Western Beaches is somewhat restricted by only fair public transit access and by insufficient space for car parking.

Intensification of the recreational facilities of the Western Beaches makes sense on the grounds of their central location. Construction of a Queen Street rapid transit line (see Chapter IX) would give excellent rapid transit connections to the Western Beaches. Some additional parking spaces can be developed in the larger median spaces of Lakeshore Boulevard and along the Boulevard, but this should be carefully done so as not to disturb the amenity of the parkland.

A regatta course for the Western Beaches has been a frequent proposal. Without extensive changes to the breakwater it will not be possible to achieve the Olympic standard size of 100 meters by 2,000 meters. Alternative proposals for a regatta course at the foot of Scarborough Bluffs, protected by a chain of islands to be created by land fill, or by extension of Long Pond of the Toronto Islands into the lake, also by means of land fill, could provide regatta courses of standard size. If the rowing course of the Western Beaches is not extended to the Olympic standard size, it should not be further reduced in size or usefulness but retained to be used for practice and for smaller competitions.

The bicycle and walking routes along the Humber proposed by the Etobicoke Planning Board should be joined to bicycle and walking paths along the Western Beaches. If possible, these should continue to the central area and to the Island ferry. Alternatively, a transit tunnel to the Island Airport could also provide for bicycle access to the Toronto Islands.

The C.N.E. - Fort York Area

To the east of the Western Beaches are the grounds of the Canadian National Exhibition, whose expansion needs are currently under study. The C.N.E. has a large site, and it would appear that there is considerable space for expansion within it if parking were made available elsewhere. A large parking garage north of the railways and the Gardiner Expressway could, if connected directly to the C.N.E. grounds, to the Expressway, and to suitable transit services to the downtown area, serve the Exhibition and also as parking for commuters. In addition to the C.N.E. and the amusements it provides, there is in this area a group of places of interest and recreation: the Marine Museum, Fort York, Maple Leaf Stadium, several boat clubs, Coronation Park and the military exhibits and playground of Exhibition Park between Lakeshore Boulevard and the lake itself. Among them, these already provide quite a wide range of leisure-time activity for different ages and tastes; but there is no relationship among them other than proximity. An opportunity seems to exist here to develop a fortuitous and rather haphazard grouping into a complex of attractions ranging from pure recreation to enjoyable instruction, a centre which could offer a great variety of occupations for children and adults all the year round. Studies of such a scheme should embrace the railway yards between Bathurst and Spadina, where the use of air rights could provide a site for a "fun-fair" or "Tivoli" which might incorporate the Midway relocated from the C.N.E.

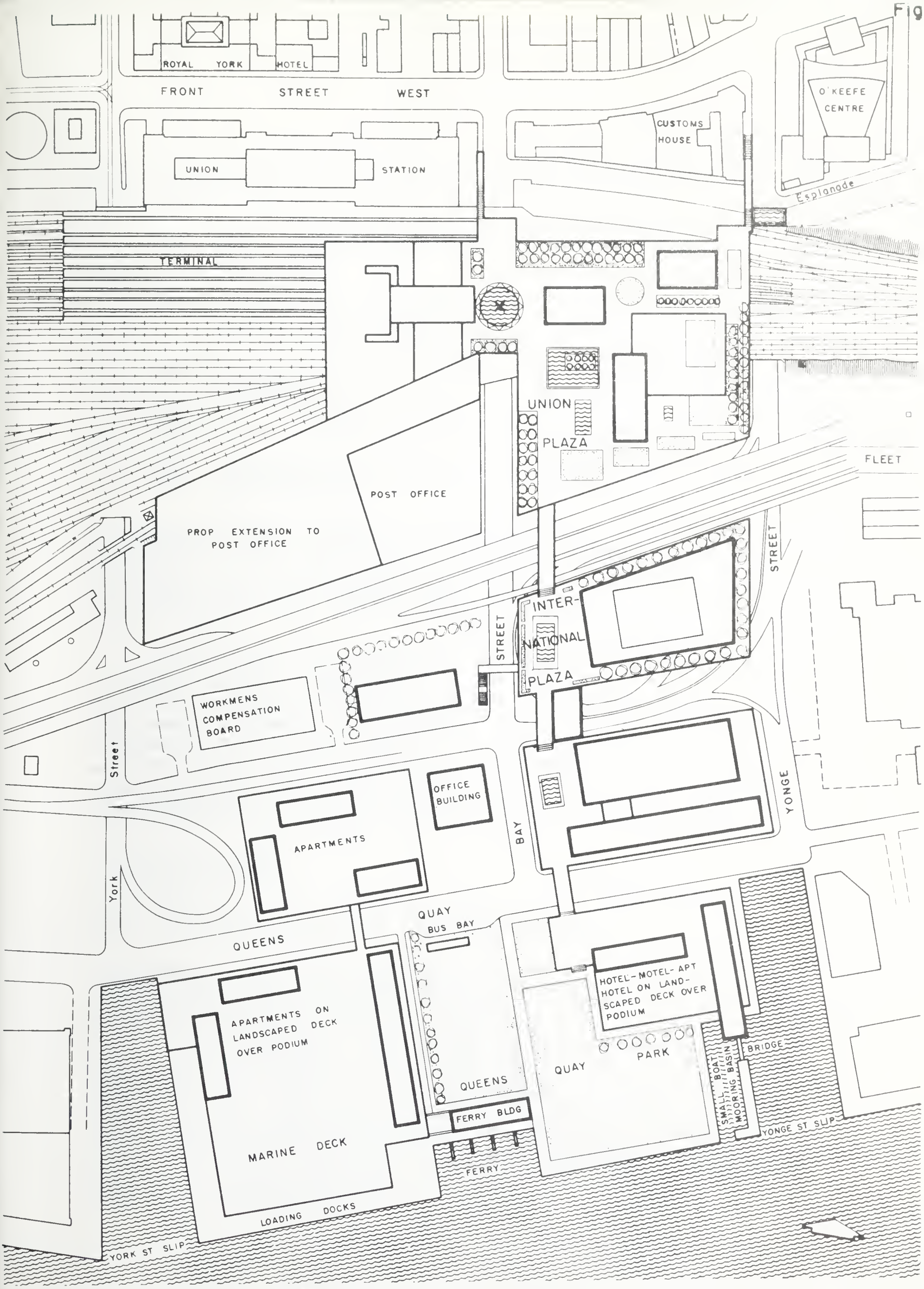
The key to the success of such a scheme would be adequate transportation: ability to move easily from one part of it to another, and more important, to reach it easily from the rest of the City. One possible solution to the latter problem would be a branch subway line from Union Station which could serve the C.N.E., the Island Airport and the Islands themselves, thus providing convenient access to the Islands while avoiding the introduction of cars.

The Central Waterfront

This sector of the waterfront covers the area south of the Gardiner Expressway between Stadium Road and Coatsworth Cut with the exception of the Islands.

The harbour industrial area is the largest in the City, and also provides for cargo handling facilities for shipping. Most of the area, about 1,000 acres, has been created by land fill into the lake, a process which is continuing. Originally, most of this land was owned by the Toronto Harbour Commission, subject to certain rights held by other parties, but about 20% has been sold to private companies and an additional 15% to other public agencies. Thus 80% of the land remains in public ownership, although 50% of the area is being used by private companies through leases. Large tracts of land still remain vacant in the eastern section of the harbour and the filling operation is adding more and more every year. When the newly created land has settled it should be landscaped and used for public park purposes until needed for development.

Fig. 25



PROPOSED DEVELOPMENT OF THE CORE OF THE CENTRAL WATERFRONT

SCALE 1" = 300'

CITY OF TORONTO PLANNING BOARD

The core of the central waterfront is the area south of Union Station between York Street and Yonge Street. The plans for this relatively small but vital sector are based on the following objectives:

(i) all development to fit into one major scheme for the entire area;

(ii) to create a visual and functional link between Downtown Toronto and the waterfront;

(iii) to complement, not conflict with, the development of Downtown;

(iv) to be of benefit to the Port of Toronto;

(v) to provide for maximum public access to and enjoyment of the waterfront.

A tentative scheme to achieve the above objectives has been prepared (see Fig. 25). This includes a variety of buildings and open spaces, including a transportation terminal, an exhibition and other community buildings, multi-level parking, parks, hotels, motels, apartments, offices, separate facilities for ferries, small boats and large vessels.

It is intended that the scheme should be carried out as a joint public and private project rather than by public redevelopment. Co-operation among the landowners involved, and possibly some consolidation of ownership, would be essential, but complete consolidation should not be necessary even if it were possible. Most of the land is owned by government or by public agencies and the accomplishment of the scheme on a co-operative basis ought to be possible. The "Marvo" Project, which includes apartment and office buildings and a large public open space, will form the first part of the overall scheme.

The Eastern Beaches

This sector covers the waterfront south of Queen Street from Coatsworth Cut to the east City limit at Victoria Park Avenue.

Ashbridge's Bay with its small boating clubs, the eastern lakeshore parks, Woodbine Race Track, the Olympic Pools and the other sport and recreational facilities serve areas far beyond the adjacent residential districts. However, the existing accommodation for small boats in Ashbridge's Bay is quite inadequate. The Bay suffers from considerable silting and the present boat launching ramp is too exposed to wind and rough water. Ashbridge's Bay forms part of the main sewage treatment plant of Metropolitan Toronto. New developments in treatment processes or stricter requirements governing the discharge of effluents to the lake in the future would require additional treatment facilities. Any necessary extension of the plant should be restricted to the south on newly filled land west of Ashbridge's Bay.

The existing sewage treatment lands are industrially zoned but should be reclassified park, reinforcing the present trend to form a landscaped screening area between the Outer Harbour and the recreational area.

To provide for the required improvement and extension of the small boat marinas, the silting of Ashbridge's Bay should be reduced in whatever way will permit the lowest maintenance cost. Furthermore, substantial filling operations should be carried out to create a new bay for a large public marina.

The existing eastern beaches are excellent in quality and the largest in the Metropolitan area, and are a popular summer recreational area because they are easily reached both by car and public transportation. The extension of the Gardiner Expressway through Scarborough will improve further the accessibility of the area and the demand for more facilities, particularly for more parking spaces.

Through appropriate filling operations the existing amenities can be preserved and extended, while newly created lands will provide sufficient parking spaces for both cars and boat trailers. Provision of these parking spaces must be done in such a way as not to disturb the parks or the view.

A further advantage of the newly filled land could be the creation of one or more artificial lakes whose water will be warmer in summer and could be kept cleaner than Lake Ontario. In winter these might form large skating rinks.

While improving the accessibility and parking facilities in the area between Coatsworth Cut and Kew Gardens for users living far away, the improvement of the beaches between Kew Gardens and the City limit should be carried out primarily to serve the local neighbourhood in order to avoid substantial increases in the traffic through the residential streets north of the beaches.

Recommendations

1. The Official Plan of the City should incorporate a statement of policy regarding the acquisition, development, and use of ravine and waterfront lands for recreational purposes.

2. All City and Metropolitan-owned land within the central ravine system (Rosedale Valley, Moore Park ravine, Vale of Avoca) should be zoned G.

3. The Zoning By-law should be amended to prohibit the use of ravine and valley slopes for building in C districts, in the manner already provided with respect to R districts in section 4.18 of the Zoning By-law.

4. The City should acquire all lands indicated in the Natural Parklands report as "first priority", together with any other lands required to ensure that the area of potential recreational and scenic value is not reduced in extent or quality. Acquisition priorities should be reviewed periodically and a continuing programme of acquisition maintained.

5. The unopened portions of Heath Street and Rosehill Avenue in the Value of Avoca ravine should be legally closed and zoned G.

6. An agreement should be arrived at between the City and Metropolitan Toronto regarding the adoption of all or parts of the central ravine system as Metropolitan parks.

7. Metropolitan Toronto should be asked to submit to the City the plans of all expressways which affect ravine lands to permit consideration and possible modifications of design and alignment in the interests of reducing as far as possible any adverse effects on recreational lands.

8. Every effort should be made to improve public access to the lakeshore beaches, including the provision of improved parking facilities, but without either bringing about increased traffic on local streets through the Beaches residential area or reducing the area of actual parkland.

9. Bicycle and walking routes should be created along the Western Beaches, connecting with similar routes along the Humber.

10. Land fill areas on the central part of the waterfront should be landscaped and used for recreational purposes until required as industrial sites. Beaches and a waterfront drive should be maintained.

11. A marina should be created in the Ashbridge's Bay area.

12. Co-ordinated development of the Downtown waterfront should include public open space and recreational facilities.

13. Study should be given to the possibility of developing a large and varied recreation complex in the area bounded approximately by Strachan Avenue, Front Street, Spadina Avenue and the lakeshore.

14. The landscaping and design of buildings and other features for the whole waterfront should be carried out with the greatest care to ensure continuity, variety of appearance and the highest possible standard of appearance.

CHAPTER VII

EDUCATION, RESEARCH AND THE ARTS

The Role of Toronto

A great city is something more than a place where many people live and work. Greatness in cities is not measured only, or even chiefly, in terms of size, numbers and activity, but also by the variety and the quality of the opportunities available to their citizens for the enrichment of mind and spirit. The city is the traditional wellspring of knowledge and creativity, the source of intellectual and artistic leadership in society as a whole. Today, this role is becoming even more important. To a very great and steadily growing extent modern western society is based on knowledge - on the discovery, storage, analysis, integration and use of facts and on the making of judgements and decisions on the basis of the information so obtained. Thus research and the gathering and processing of information are of paramount social and economic importance, and, together with consultation and decision-making, increasingly constitute the hallmark of the modern metropolis. These functions are, above all, the special role of Toronto on the Canadian scene, and they must be reinforced to the greatest possible extent if Toronto is to retain its position relative to other cities and to the country as a whole. At the same time, with rising educational standards, the prospect of vastly increased leisure, and the ability of the mass of people increasingly to organize and direct their lives on the basis of enjoyment and personal development rather than just making a living, the arts are moving from the periphery to the centre of attention and importance among the functions of the city. This is proper and desirable, representing as it does a shift in concern from the means of livelihood to the ends of living, and here too Toronto has and should have a part of special prominence on the national scene. Both of these fields - the discovery and use of knowledge, and the arts - imply and require a solid base of advanced education and specialized training, and it is therefore on the availability of such a base that Toronto's ability to maintain and enhance its position very largely depends.

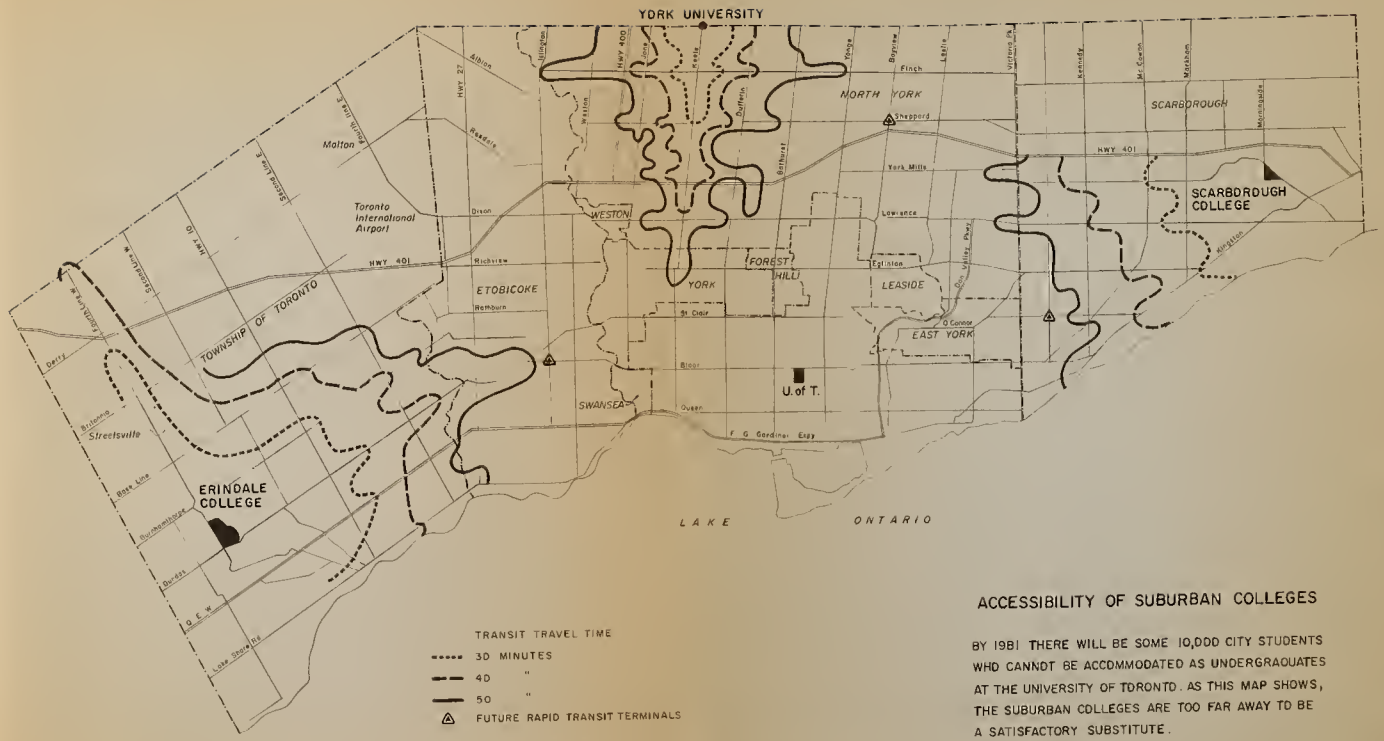
Toronto is pre-eminently a headquarters city, a place where decisions are made and policies established affecting the entire country, a "brainpower centre". It is this, above all, that gives Toronto its special place among Canadian cities, and this kind of function is in fact inseparable from the others - research, advanced and specialized education, the arts. They are all of a piece and none can be regarded as a dispensable frill. To ensure that Toronto retains its position of leadership in all these fields is therefore not merely desirable but in fact a practical necessity for the City's continued prosperity, so that the provision of the space and physical facilities needed is a matter of first importance in planning.

University Education

In the academic year 1940-1941 the total enrolment of the University of Toronto was 7,725, of whom 4,151 (54%) were from the County of York. By 1950-1951 enrolment had risen to 10,680 (excluding veterans) of whom 6,210 (58%) were from York County; in 1960-1961 the figures were 15,624 and

10,350 (66%). In the 1964-1965 academic year the University's total enrolment reached 21,028 - a threefold increase in twenty-four years. The University has, in short, been expanding very rapidly, and it will continue to do so. But it cannot grow indefinitely, partly because it would eventually reach an inefficient and unmanageable size and partly because of the difficulties and great cost of physical expansion - a problem which it is facing already. To accommodate the rapid growth in the need for university places new universities and colleges have been created in the last few years - outside Metropolitan Toronto at St. Catharine's, Waterloo, Guelph, Peterborough, and within the metropolitan area, York University and Scarborough and Erindale Colleges of the University of Toronto. The emergence of these new institutions, and the rapid growth of older universities such as McMaster and Western Ontario, has been accompanied by a shift in emphasis at Toronto itself from undergraduate to post-graduate work. During the period 1957-1964, when the University's total enrolment increased by 52%, enrolment in the Faculty of Arts and Science increased by only 30%, while the number of graduate students grew by 75%. This trend is in keeping with the University's position as not only the largest but one of the two or three oldest and most renowned of Canada's English-language universities. It is reasonable to expect that the University of Toronto will become increasingly an institution for research and post graduate studies, and that while its undergraduate population may continue to grow for a time it will do so relatively slowly and on an increasingly selective basis, perhaps eventually declining, while other universities in and around Toronto assume more and more of the responsibility for general undergraduate work.

From the viewpoints of the province and of the Toronto region this is a logical and desirable academic "division of labour". From the viewpoint of the central part of the metropolitan area, that is, most of the City of Toronto and parts of the surrounding municipalities, it is, however, cause for some concern. In the postwar period secondary school enrolment in the City actually declined, reaching a low point of 21,000 in 1956; but since then it has increased quite rapidly. By 1961 it had climbed to 26,300, and by 1981 it is expected that this figure will be doubled. The estimated demand for university places from the population of the City in 1981 is 14,000. However, the percentage of Grade 13 students from the City enrolling at the University of Toronto has actually been dropping. The total Grade 13 enrolment in the City for the four years immediately prior to 1956 was 5,800; the 1956 enrolment of City students at the University was 4,400, or 76% of the potential, so calculated; for 1964 the corresponding figures were 8,100, 4,700 and 58%. With a rapidly growing secondary school enrolment in the City and a much slower growth in the University of Toronto's undergraduate capacity, it seems certain that the University will be able to accommodate only a steadily diminishing proportion of the City's aspirants for university admission. This situation may admittedly be somewhat alleviated by the existence of York University and Scarborough and Erindale Colleges. But these institutions are in the suburbs and will have to meet the demands of a fast-growing suburban population; furthermore, they will not be easily accessible to the student living in the central City. A student from a poor family does not normally have his own car to drive to the campus, and poor families tend to live in the inner part of the City. It is not tolerable that a boy or girl with the



TRANSIT TRAVEL TIME

- 30 MINUTES
- 40 "
- 50 "
- △ FUTURE RAPID TRANSIT TERMINALS

NOTE ½ HEADWAY INCLUDED IN TRANSIT TIME

ACCESSIBILITY OF SUBURBAN COLLEGES

BY 1981 THERE WILL BE SOME 10,000 CITY STUDENTS WHO CANNOT BE ACCOMMODATED AS UNDERGRADUATES AT THE UNIVERSITY OF TORONTO. AS THIS MAP SHOWS, THE SUBURBAN COLLEGES ARE TOO FAR AWAY TO BE A SATISFACTORY SUBSTITUTE.

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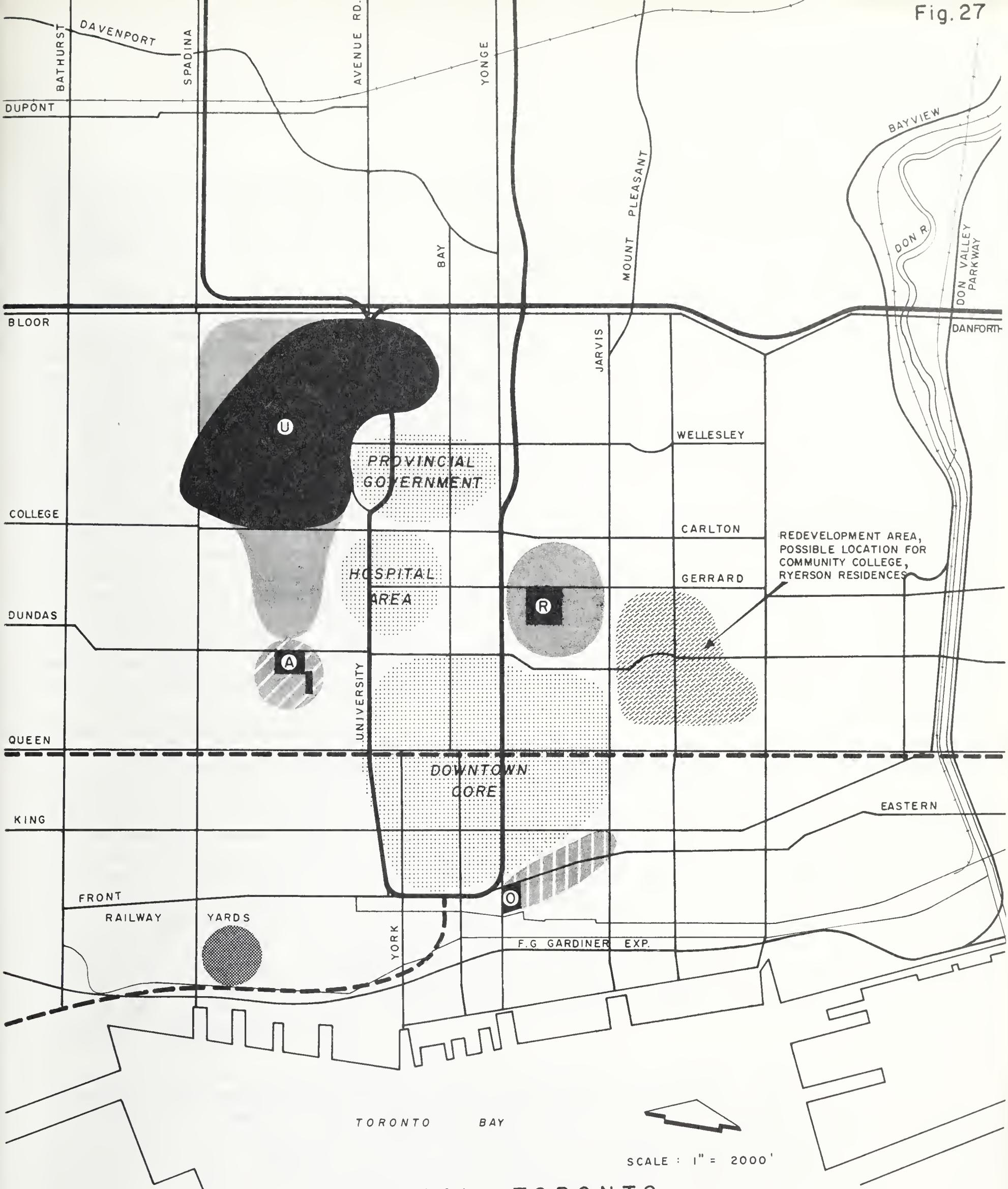
ability to benefit from a university education should be deprived of it, merely because he or she would have to commute ten miles or more to a suburban campus to obtain it.

It seems, therefore, that there is a very strong case for the establishment of a new university in the City in a central location which would be readily accessible from the inner residential areas. Such a university would not duplicate the University of Toronto but would perform a function similar to that of, for example, Sir George Williams University in Montreal and the College of the City of New York. These institutions do not attempt to rival the great universities of their cities in scope and international stature, but concentrate on making a sound, basic university education available as widely as possible to the citizens of their communities. They are relatively "utilitarian" in that athletics and social life play a less prominent part than they do on the more traditional type of campus, while instead every effort is made to make degree courses available to all who can profit by them, by means of such devices as evening and part-time study. It is not to be inferred that standards are low, nor should they be; the "city college" is not a second-rate substitute for a "real" university but an institution designed for those who have university-level ability but whose circumstances make it difficult for them to attend other universities. On the basis of anticipated secondary school enrolment such an institution in Toronto (which might be a college of the University of Toronto) could have an enrolment of 10,000 by 1981. It would then be serving as a "home-town" university for the central part of Metro, just as York, Scarborough and Erindale will serve as home-town campuses for the northern, eastern and western sectors; it would largely relieve the University of Toronto proper of this function and would enable it to concentrate more effectively on its province-wide and national role of providing specialized and postgraduate programmes, and would alleviate the difficulties and expense of expanding the University of Toronto campus.

Finding a site for a new university in central Toronto is obviously not a simple matter. The opportunity does, however, exist. The use of air rights over the railway yards could make available a substantial area which is not well suited to other large-scale uses. The location is unsuitable for housing in several ways, and, especially with the availability of industrial sites reclaimed by the Toronto Harbour Commission to the east, is unlikely to attract the type of new industry which seeks a City rather than a suburban site. The previous chapter suggested the use of some of the area for recreational purposes, and it appears to offer a possible solution to the problem of a central university site as well, located on the east side of Spadina Avenue. It could be made easily accessible by public transit by constructing the rapid transit line suggested in Chapter VI; such a service would not greatly add to the load on the subway system because its use on week-days would be spread throughout the day and evening rather than concentrated at rush hours. The area available would of course be limited - a maximum of perhaps fifty acres at most - and the traditional campus plan would have to be sacrificed to intensive development, but this would be in keeping with the nature and function of the institution.

Fig. 27



CENTRAL TORONTO

POST - SECONDARY EDUCATION; THE ARTS

- (U) UNIVERSITY OF TORONTO
- (R) RYERSON INSTITUTE
- POSSIBLE SITE FOR NEW UNIVERSITY
- SUBWAY
- EXPANSION
- EXPANSION
- POSSIBLE NEW LINE
- (A) ART GALLERY AND COLLEGE OF ART
- POSSIBLE VISUAL ARTS CENTRE ("GRANGE CENTRE")
- (O) O'KEEFE CENTRE
- ST. LAWRENCE CENTRE

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In view of the anticipated demand for university places from within the City and the probable inability of the University to meet it, and in view of the length of time inevitably needed to put a new university into operation, these proposals should be regarded as a matter of some urgency.

Even the creation of the suggested new institution would not, however, and should not, end the growth of the University of Toronto. With continually increasing needs for machinery, laboratories and other physical facilities, much more significant proportionately as users of space than they were on the campuses of a generation ago, and with an increasing need for residences, including accommodation for married students, the University's need for land and buildings is likely to outstrip the growth of its student body. By 1970 the University and its associated colleges will occupy almost all the land north of College Street to Bloor Street, between Spadina Avenue and Queens Park; in addition, the colleges, the Provincial Government and other institutions will occupy most of the land between College and Bloor Streets from Queens Park to Bay Street. The University will then have reached barriers to expansion on all sides; and the north-west quadrant is too far distant to be suitable for the expansion of some of the faculties whose needs are most pressing. Ultimately, it may well be necesary for the University to cross Spadina Avenue, but in view of the construction of the Spadina Expressway the difficulties will be considerable. Meanwhile, the logical direction of expansion would be southward, where appropriate departments and institutes could be linked with the Art Gallery and with the hospitals on University Avenue.

Other Post-Secondary Education

While the universities provide for those pursuing higher academic education or proposing to enter the professions, there are also many young people in a category which is fairly new but growing very quickly: those destined for occupations demanding specialized training beyond the secondary school level but outside the areas of study conventionally provided by universities. In a world of increasing specialization, where constantly greater knowledge and skills are required in virtually every occupation, it is now necessary to pursue formal studies in many fields where qualifications were once obtained "on the job" or by apprenticeship. In fact, a new level of occupational competence is emerging between the professional and the skilled worker: the highly-trained technologist who typically works as the right-hand man of the professional man, or in other capacities requiring a high level of technical knowledge and skill.

To meet the demand for training at this level two kinds of institutions are emerging; the community college and the technological institute. The provincial government's policy regarding the former has not yet crystallized, but it would appear that the community college will provide a combination of post-secondary academic education, vocational, technical and commercial training designed to equip people for such positions as the management of

small businesses. It is estimated that there would be a need for over 4,000 places in this type of institution to serve the City's population by 1981, and as a central, accessible location is essential, it is clear that a site for a community college in the inner part of the City will have to be found, difficult though this may be. A redevelopment area may provide the opportunity.

The technological institute is already well established, and Ryerson Polytechnical Institute (formerly Ryerson Institute of Technology) has been functioning in the City since 1949. Its role is to train personnel in fields demanding a high degree of specialized knowledge and skill, such as radio and television, electronics and computer operation. The importance of, and need for, people so qualified is attested by the rapid growth of Ryerson: from 550 students in 1949, to over 2,000 in 1957, to nearly 3,400 in 1964. By 1981 Ryerson's enrolment is likely to reach 18,000 or 19,000. It is clear that its present buildings, bounded by Gerrard, Church, Gould, and Victoria Streets, will very soon be completely inadequate, and that a rapid physical expansion programme will be essential. It is reasonable to suppose that within the foreseeable future the Institute will occupy a great part of the area bounded by Carlton, Jarvis, Dundas and Yonge Streets. It is important both to the Institute and the City that this expansion should be carefully planned and carried out by orderly stages rather than by hit-or-miss accretion, so that the end result will be a well-organized and handsome complex of buildings. Consideration might also be given to the inclusion of student residences, under the provisions of the National Housing Act, in the redevelopment of the area bounded by Gerrard, Ontario, Dundas, Parliament, Shuter and Jarvis Streets, recommended in the Don Planning District Appraisal Supplementary Report, since Ryerson caters not merely to Toronto but to a large part of the province.

The Arts

It is fallacious to assert, as is so often claimed, that the arts are a dispensable frill appealing only to a small, highbrow minority. In an age of increasing affluence and leisure, it is inevitable that most people will be able - indeed, be compelled - to shift from a preoccupation with making a livelihood to a primary concern for making good use of lives no longer wholly dominated by the exigencies of sheer existence. It may be that there will always be more people who would rather watch baseball than ballet, but it is reasonable to assume that growing numbers will realize that the arts are not necessarily esoteric and incomprehensible, and that the artificial smokescreen of intellectual and social snobbery only conceals the reality of potential appeal to people of all kinds and classes. It is alsmost certainly true that the arts will never be financially self-sustaining: high costs and the limited capacity of a good theatre, among other things, ensure that. But in most of the world's cities, including many much smaller than Toronto, it is taken for granted that the theatre, opera, ballet, museums and art galleries are sufficiently important in the life of the community to deserve unquestioning and generous public support.

It is not, in fact, too much to claim that recognition and support of what is generally known as "culture" chiefly distinguishes a city and indeed enable it to claim to be a city and not merely an overgrown small town. Nor should this be considered unimportant from a "practical" point of view. It a city is to attract and retain the best minds, the leaders of business,

industry and education, it must be able to offer them all the advantages and variety of experience that only a city can offer. It is the constant complaint of the "provincial" city in every country that it is condemned to permanent second-rank status by its inability to compete with the attractions of the metropolis. London, Paris and New York are cultural centres because they are great cities, but they are also, in large part, great cities because they are cultural centres.

For these reasons Toronto should regard the creation of physical facilities for the arts as an important and continuing part of the development of the City as a whole. When the present St. Lawrence Centre scheme has been completed, its expansion should be continued as rapidly as practicable along the lines suggested in the City of Toronto Planning Board's 1962 report until downtown Toronto, between the Centre and the other theatres and halls now in existence, possesses a complete range of facilities for the performing arts. Such buildings might include, in addition to the small theatre, small concert hall and supporting facilities building now proposed, an opera house, ballet and drama schools, and one or more additional theatres. At the same time, serious consideration should be given to the creation of a corresponding centre for the visual arts, based on the present Art Gallery and College of Art, providing for the expansion of both and for such additions as a crafts centre, sculpture court and studios, schools and other related activities. The development of such a "Grange Centre" should be integrated with the University of Toronto's expansion plans and the Dundas Street mall proposed in the Plan for Downtown Toronto.

While the chief buildings for the arts should be in or very close to the Downtown area, it does not follow that there should be no provision elsewhere. On the contrary, it would be most desirable to provide accommodation in strategic locations that could be used, for example, by small theatre groups and film societies, for recitals and jazz concerts, for evening art classes and art exhibitions. Such buildings would serve the dual purpose of aiding small and amateur groups, and encouraging the interest of people who might not consider going to a "dressy" Downtown theatre or gallery. Facilities of this sort can probably best be combined with other recreational facilitiies, branch libraries and so forth in "community centre" buildings or building complexes, located in local sub-centres in combination with shopping, offices and the other elements of a local "downtown". In this way they would form part of the everyday life of their districts instead of being cut off and isolated as such buildings often are by being erected in parks. Nor does provision for performances and exhibitions need to be confined to special buildings. Other public buildings, small parks, malls, shopping centres and other well-used places can be designed to accommodate art displays, small-scale concerts and so forth where they can be noticed and enjoyed during the lunch break or by the shopper.

Recommendations

1. As a matter of urgency, careful study should be given to a study of the establishment of a new university in the City. Such a study might be carried out by a committee comprising representatives of the City, the University of Toronto, and the Department of University

Affairs. If the committee concludes that such an institution should be established, it should report on such considerations as size, administration and possible sites.

2. The City of Toronto Planning Board and the University of Toronto should cooperate in the formulation of proposals for the direction, scope and planning of extensions to the University outside the Spadina-Bloor-Queens Park-College quadrangle.

3. Once provincial policy regarding community colleges is clearly established, the City of Toronto Planning Board should examine in detail the need for such a college within the City, and possible sites, as a basis for negotiations between the City and the provincial government.

4. The City of Toronto Planning Board and Ryerson Polytechnical Institute should cooperate in the formulation of proposals related to the expansion of the Institute, including the study of the possibility of including student residences in renewal schemes.

5. Expansion of the St. Lawrence Centre should proceed as feasible on a continuing basis until a full range of accommodation for the performing arts is available.

6. The possibility of developing a "Grange Centre" for the visual arts should be examined. A committee for this purpose might be established comprising representatives of the City, the Art Gallery of Toronto, the Ontario College of Art, and, if appropriate, the University of Toronto, together with representatives of groups which might make use of such a centre.

7. Community centre buildings located at major focal points in different parts of the City should provide accommodation for theatrical and musical performances, exhibits, classes and other activities. Wherever possible and appropriate, facilities for exhibits and performances should be included in public buildings, open spaces and other places frequented by large numbers of people.

CHAPTER VIII

THE QUALITY OF THE CITY

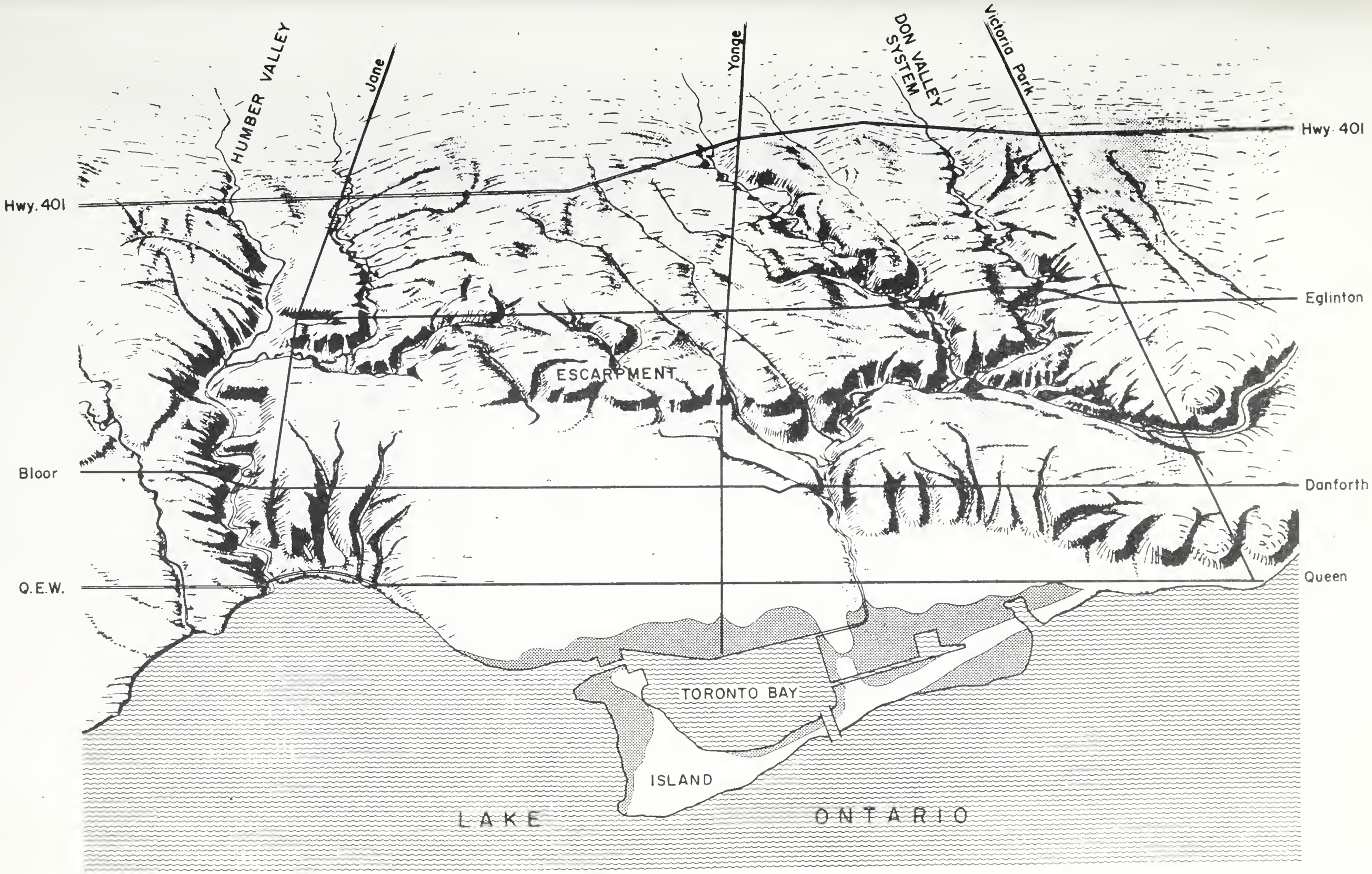
Over and above our general plans it is essential that everything we do be designed to achieve the best possible quality for the City. While it is fundamentally important that the City be organized so that it will be efficient and so that opportunities can be created for an enjoyable life in a humane setting, it is equally important that in all areas every effort be made to make our environment handsome, exciting and varied. People respond to their immediate surroundings, and it is essential that these surroundings be designed with them in mind.

Toronto has not been blessed with an exciting site boasting handsome topographical features, so that what few there are must be fully respected and enhanced in all that is done. Great importance also must be attached to man-made features, since they are dominant in many areas. The principal topographical features Toronto has are the lakeshore, the ravines and the gradual rising of the plain upon which the City stands, with the Iroquois escarpment across it, running east and west. The lakeshore, including the Bay, the Islands and the Beaches, is fortunately largely in public ownership. It can be further enhanced and developed for the maximum public use for recreation over the years ahead. Every effort should be made to establish a continuous public waterfront. The ravines offer magnificent opportunities to achieve space for relief from the built-up city. They are an asset which can add richness to many areas. The escarpment too offers a fine outlook in many parts, but unfortunately is now so built over that there are few places where it can readily be recovered as parkland.

Over and above these natural topographic features one great asset has been added over many years. This is the growth of magnificent trees that characterizes most parts of Toronto. These trees enhance enormously the quality of many areas, particularly residential parts of the City. Their value is inestimable. Everything possible should be done to ensure that the quality they give Toronto as being a "City in a Forest" is enlarged and built upon as the years go by. If this quality were to be lost Toronto would suffer tremendous harm.

The development of the City over the years has created a great many areas of distinctive character. Not only are the commercial and industrial areas distinct from the residential, but also the residential areas vary in character. This character should be recognized and, where possible, improved, maintaining the strong distinction which now exists, so that the City can grow as one of quality and interest and not be dominated by the excessive uniformity which is such an unfortunate characteristic of many suburban areas.

The major focal centres, particularly the prime business and entertainment areas, should stand out distinctly from the rest of the City. People should know from the quality and character of all that surrounds them that they have in fact arrived at an important place. Every effort should be made to emphasize these focal points by the creation of special features such as squares, fountains and monuments, or simply through



FILL

PHYSICAL FEATURES

Fig. 28

CITY OF TORONTO PLANNING BOARD

groupings of buildings and their definition by major arteries, to help people see that these are in fact places of special consequence in the City. To help ensure that this objective is achieved, studies should be made of the most important centres to develop design objectives to which owners and developers could contribute. In addition, in the key centres such as Downtown and Yorkville, there should be a procedure for the review of each development proposal to ensure that there is an opportunity to have it co-ordinated into the greater design of the entire area.

It should be recognized that most people experience the City not only in the area where they live or work, but as they travel through from one place to another. Besides doing everything possible to make the areas themselves worthy of their citizens, the routes that people follow should be developed to be as interesting and exciting as possible. As people follow the main roads the succession of areas they pass through should be evident, and they should be able to see around them both public and private features of considerable attractiveness. They should know when they are coming to the main focal points and these should hold their attention and be inviting to them. Even the subway trip should be made as pleasant as possible, since this is a daily experience for vast numbers of people.

A time when the City is prospering and development is taking place very rapidly; a time when it is not necessary to give first place to the need to encourage growth because growth is occurring anyway: this is the time to concentrate on securing quality and beauty as the City changes.

Recommendations

1. Everything necessary should be done to develop the City's natural assets - the lakeshore, the ravines, the escarpment - not only as places of physical recreation but as places of visual beauty and good, harmonious design.

2. Toronto's trees should be maintained, replaced when they must be removed, and added to wherever feasible and appropriate.

3. As development takes place and public works are carried out, good design should always be a prime consideration. The distinctive character of different parts of the City and the prominence and attractiveness of its main focal points should be maintained and enhanced. For areas of special importance, a system should be established whereby the design of private development is reviewed in relation to area design concepts.

4. Movement through the City, on main routes, including the subway, should be made pleasant and interesting as far as possible.

CHAPTER IX

TRANSPORTATION

Transportation: The City in the Region

Ease of movement is vital to the health of any city. People must be able to reach all the places they go to day by day without too much difficulty, and business and commercial traffic must be able to move with minimum delay if there is not to be unnecessary waste. If areas become congested they become inefficient, and people look elsewhere for locations that are easily reached. This may cause the separation of activities which should be located close together.

The City of Toronto has grown up served by a street system which is essentially a grid layout, with only major streets going straight through and minor streets being interrupted. Very few even of the major arteries have a greater than average width. This system is adequate for normal circulation, but does not provide for intensive traffic to key centres.

With the growth of the City, a subway system to provide for free movement of mass transit, and an expressway system to provide for the free movement of vehicles, have been added to the older street grid. The subway system follows the lines of the grid, while the expressway system is superimposed almost as another level.

The City is now the heart of a large Metropolitan area and the centre of a region which extends for 50 to 100 miles around. The growth of this region is very rapid, and with its growth consistently increasing demands are placed on transportation, as more and more people and goods move to and from the centre and from one part of the region to another. A transportation system must be established which will serve this ever-expanding region and permit continued growth without congestion. In particular, the centre of Toronto, the heart of the region, should be readily accessible to all parts of it.

Movement and development are the two sides of the same coin: where development is to take place dictates the transportation that will be needed, where transportation is provided greatly influences where development will occur. So the two should be planned as one, in an attempt to devise an integrated pattern of development and transportation to meet the needs of the future.

The great problem in the Toronto area is the scale of future growth. If it could be anticipated that only a modest expansion was to take place a simple modification of the present transportation system would probably be adequate, but with every indication that growth will continue indefinitely, it is essential to attempt to develop a system that will handle it, a system that will, in particular, carry very large numbers of

people without producing such large numbers of cars as to cause serious congestion. There is everything to be said for the use of mass transit to the greatest possible extent, so that everybody will have an opportunity to use transit instead of driving. This would offer people a choice of means of transportation and at the same time minimize the need for highways and land for parking. Commercial and industrial traffic, of course, will have to be provided for largely by highway, since rail services will not meet its needs adequately.

The most logical system for the wider region would be a skeleton of rapid commuter trains on railway lines extending outwards from the centre of Toronto to all major city centres in the region. This would provide a very fast service over substantial distances and make these city centres readily accessible to Downtown Toronto without producing traffic congestion. If these cities were designed to focus on commuter stations it would be easy for their residents to get to the trains and into Toronto or to the centres of neighbouring cities. Thus people would be offered an attractive service which, if sufficiently rapid, could well make it possible for them to live in one of the smaller cities as an alternative to the outskirts of Toronto. For this system to work it is essential that development throughout the region be focussed on the commuter train system and not simply allowed to diffuse over widespread areas; otherwise people will not find it convenient to use the commuter trains and will be forced to rely instead upon automobiles.

The commuter train system would logically go from city centre to city centre, focussing on Downtown Toronto. The expressway system, on the other hand, would provide for movement in all directions through the region, handling all the random trips that could not be channelled on to the commuter train lines. People would have a choice between rail or expressway, depending on which best suited their needs. A system of this sort would provide a clear structure for the region, looking to future growth by the progressive establishment of new cities and the enlargement of the older ones.

Transportation in the City

Within the City and the surrounding Metropolitan area the population is so concentrated and distances are so short that a different system, designed for intensive traffic, is needed. But one which follows the same principles would still be the most appropriate. Here the subway would provide high volume, relatively low speed transit for large numbers of people, and main roads would provide for traffic circulation in all directions. As in the region, it is logical that development focus on mass transportation, in this case the subway system, so that as many people as possible will have the option of using it to get to and from work, and for other trips as well, being forced to rely on their cars only when taking those other trips for which no transit service could reasonably be provided. It is thus important to build up the

subway system to serve the concentrated development that will be needed in the City, and likewise it is important to focus that development on the subway system. This would relieve the surface streets as much as possible and allow them to continue to operate satisfactorily for many years to come.

Both regional and local systems would focus on Downtown Toronto, so that within the City and the surrounding area the two systems would coexist, commuter trains and expressways at the regional level being superimposed upon the subways and main roads at the local level. In order to get the best service it is essential that the two systems be articulated so that people could switch from one to the other where it was most advantageous Motorists entering the Toronto area by expressway should be given the opportunity of parking and transferring to commuter train, where convenient, or to subway closer in to the City; people entering by commuter train should be given the opportunity of transferring to the subway where this might best serve them; those who have to drive to the centre of the City should be encouraged to park on the fringes of Downtown and either take the local transit or walk to their destination within the area.

Downtown is the principal focus of all these systems. It is the centre of business, shopping, government and other important functions. If it can be reached from all parts of Toronto and its region by mass transportation, it should be possible to build it up to the greatest efficiency by concentrating people without a concentration of vast numbers of cars.

The regional and local transportation systems already meet on the southern edge of Downtown. Here is Union Station; here also is the only point at which the expressway network is close to the Downtown area; and here are the southern end of the subway loop and part of the arterial road loop (University Avenue, Front and Jarvis Streets) which encircles the Downtown area. It would be the logical place to create a major transportation terminal to handle traffic entering and leaving Downtown and to facilitate transfer from one means of transportation to another. As well as a commuter railway station, such a terminal might include a long-distance bus depot, commuter parking, and facilities for helicopters, taxis and other means of transportation.

In the long run the commuter train system terminating at Union Station will be almost as important to the functioning of the region as the subway system is to Toronto. It is imperative that an early decision be made to adopt this system and use it as a basis for the pattern of future development in the region. If development is not focussed on commuter stations the system could well fail.

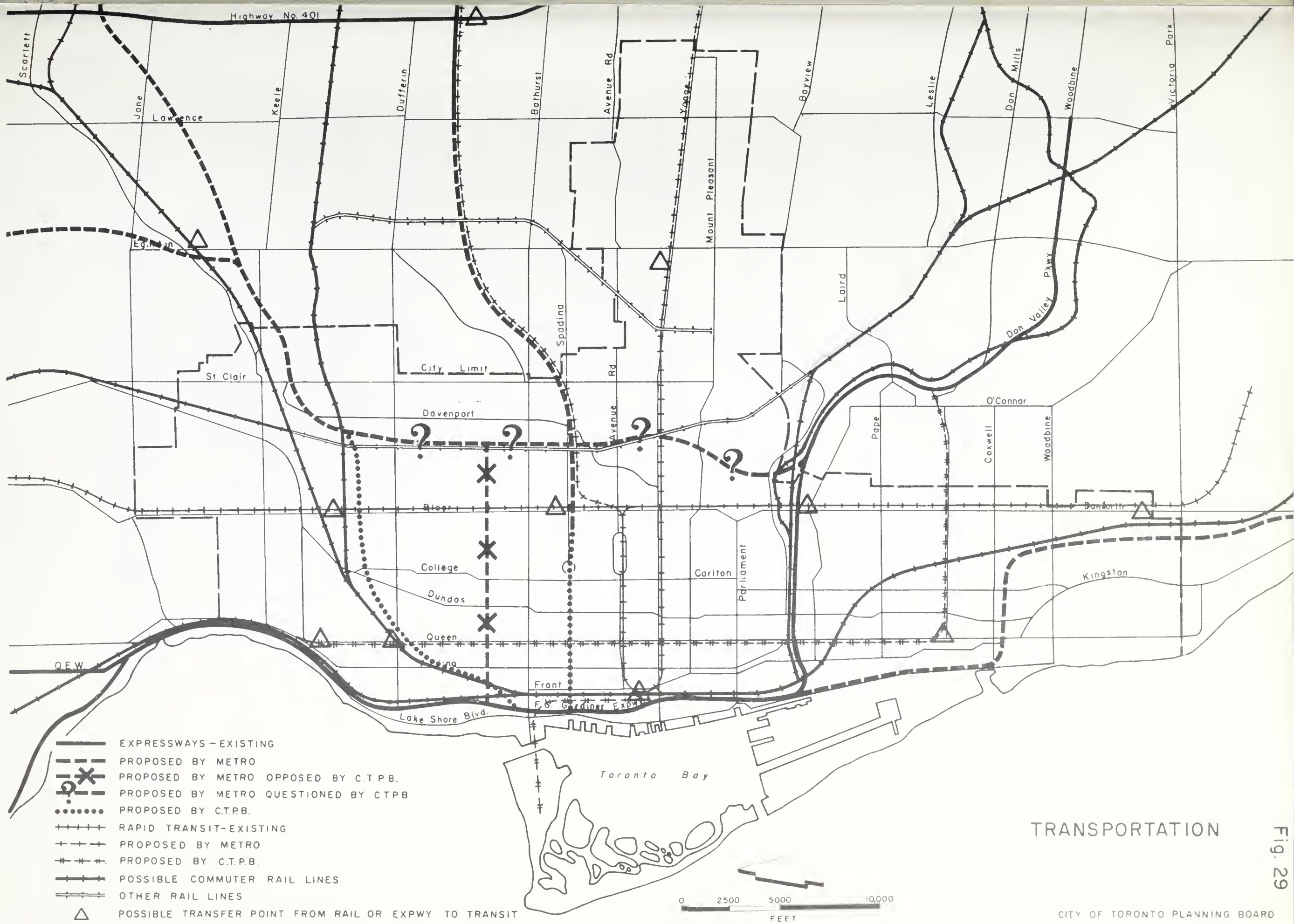
However, it will still be necessary for a great volume of traffic to come Downtown. Businessmen will still require cars for various purposes; many people will need them for shopping and entertainment. These should be accommodated as conveniently as possible in and around the Downtown area. Likewise, service vehicles will have to have free access to the

businesses they serve. However, where people use cars as transportation to and from work, and for other purposes where they do not have to go right into the area, they should be encouraged to park on the perimeter. Not only would this save land for more important uses within Downton, but it would also tend to reduce traffic congestion, especially if the main perimeter roads were developed to provide routes around Downtown for those who do not have to go into it. If such measures can be adopted, present indications are that the roads within Downtown would be adequate for the next fifteen to twenty years. If they are not adopted, and instead people are obliged to rely more and more on automobiles by the creation of better and better facilities for cars at the expense of transit, there is every likelihood that the area will become seriously congested within this time. Should the congestion mount to a serious level, it will be necessary to consider much more drastic measures for freeing traffic movement within Downtown, such as putting all roads underground.

Transit

The importance of the transit system can hardly be over-estimated in an expanding area like Toronto. It is a way of providing large numbers of people with a convenient service for the trips that they most wish to make and at the same time enabling the City to operate efficiently with a minimum of congestion. For the inner area it is imperative that the subway system provide attractive service from all areas to Downtown and link together all the major commercial centres. In addition to the subways at present built or under construction, a Queen Street alignment is essential so that the large areas east and west of Downtown will have ready access to it. This will be particularly important if and when the present street car service is discontinued. A rapid transit line southward and westward from Union Station could serve the suggested new university and recreation complex, Maple Leaf Stadium and the Canadian National Exhibition, and an extension to the Islands would go far towards solving the problem of access to the Island Airport and also improve the accessibility of the Island Park without introducing vehicles into it. It is not likely that a serious additional load on the Yonge Street and University Avenue lines would result, because the new lines would be relatively little used at the weekday morning and evening rush hours. The Spadina rapid transit line will connect a major new area with the centre of the City, opening up new locations for intensive development, and the Yonge line could probably be made more efficient by extension, although at considerable cost. Since the subway system is essentially relatively slow, it is unlikely to profit from any substantial extension beyond a distance of about ten miles from the centre of the City.

Serving both the subway and the commuter train systems an efficient surface transit service will also be needed, channelling people to the main stations on the mass transit lines and providing a service for those trips where the volume of traffic would not justify the expense of a major subway installation.



TRANSPORTATION

Fig. 29

CITY OF TORONTO PLANNING BOARD

Roads

The highway system must first and foremost serve commercial and industrial traffic. It also must handle the many trips that people make which are scattered widespread through the region, and, because they are not concentrated, cannot be adequately handled by transit. It should provide free movement in many directions. It should be focussed on the centre of the region but should compete with the transit system as little as possible. The expressway system should provide this free movement throughout the region, and main roads provide circulation within the City. Where the expressways penetrate the cities they should be carefully located and designed to do as little damage as possible and to produce the maximum advantages, so that the future development of the City may be enhanced, not damaged.

Within Toronto there would appear to be every reason to complete the Gardiner Expressway to the east to provide an efficient service to the centre of the City from that direction. It would be most desirable if the Spadina Expressway could be continued directly south to the Gardiner Expressway in order to channel the traffic bound for the City centre as close as possible to the business area before it is discharged into the local streets. The proposed extension of Highway 400 would be best located close to the railway tracks which run north-west from Downtown. This would avoid disruption of a large residential area, confining the disturbance caused by the expressway and the railway to one band. It would also help the industrial areas along the railway, which are at present suffering from lack of highway access. The desirability of building the Crosstown Expressway from Highway 400 to the Don Valley in the vicinity of the C.P.R. tracks is uncertain. It would help relieve some local highways in this area and provide some choice of direction for motorists on the expressways, but it would also prove to be a substantial disturbance in this part of the City, and no more traffic should be brought into this area than is absolutely necessary.

Surface arteries are very difficult to enlarge because they are so continuously built up, and it is questionable whether it is sound to do this simply to move traffic. There are cases, such as on Jarvis Street and the central stretch of Dundas Street, where the road should be reconstructed to provide a handsome approach to Downtown and a more efficient perimeter artery, carrying traffic around the busy central area, but such cases are exceptional and can best be developed on the basis of local studies. It is not proposed that there be an overall programme of creating new surface arteries, or widening existing ones, to attempt to provide a more extensive main road system throughout the City. Where widenings are being considered they should be reviewed to ensure that they are not going to harm the quality and character of the street. If they are carried out they should be done in such a way as to enhance the street where possible.

Changes in the City's arterial street system will be needed from time to time to speed the flow of traffic; for example, certain of the north-south arteries in the eastern and western sectors of the City are now

interrupted, and steps should be taken to ensure that they are continuous from one logical termination point to another. Where possible, changes may also be made to local residential streets to discourage through traffic from using them, thus making them quieter and pleasanter to live on. The ideal system, of small streets giving access to only a few houses, feeding into wider "collector" roads which in turn carry the traffic to the main arteries of the City, could only be fully achieved through comprehensive redevelopment, but modifications along these lines can sometimes be made to the existing street pattern. Specific proposals for such improvements will be made in district appraisals and renewal studies.

The Island Airport

With the development of efficient air travel over short distances, the value and importance of the Island Airport will grow. It will be a significant adjunct to Toronto's overall transportation system, given special value by its proximity to the Downtown area. This advantage should be reinforced as much as possible by transportation between them. The suggested Islands subway line would help greatly in this respect.

Recommendations

1. The City should endorse and encourage the establishment of a regional system of commuter rail lines focussed on the centre of the City.

2. The regional transportation system (rail and expressway) should be integrated with the Metropolitan local system (subway and surface arterials) by interchange and parking facilities, permitting easy transfer from one to the other. These facilities should include a major transportation terminal on the southern edge of the Downtown area.

3. The City should support the maximum emphasis on rapid transit rather than expressways to serve the Metropolitan area. In addition to route extensions already proposed, a Queen Street transit line should be built and study to given to a C.N.E. - Islands line from Union Station.

4. The Spadina Expressway should be continued directly southward to the Gardiner Expressway. The extension of Highway 400 should run parallel to the railway lines from Highway 401 to the vicinity of Bathurst Street.

5. General widening of surface arteries to speed traffic, at the cost of much demolition and disruption, should be resisted; but the widening of Jarvis and Dundas Streets in the downtown area should be supported both to improve traffic circulation and to stimulate redevelopment and enhance the area.

CHAPTER X

THE IMPLEMENTATION OF THE PLAN

Putting the Plan into Effect

A city plan, in the general sense, is a statement of the objectives of civic development, a conception of a desirable physical arrangement which it is intended should exist at some stated future point in time. But it serves no useful purpose if it bears no realistic relationship to what is actually happining, what can reasonably be expected to happen and what can in fact be done by public authorities both to attain the plan's objectives directly and to direct private activities towards the accomplishment of those objectives also. A sound plan must therefore be able to serve in effect as a comprehensive guide to municipal policies and programmes that will make sense in terms of the city's practical needs and its ability to deal with them. The purpose of this chapter is to survey in rather general terms what is involved in carrying out the policies proposed in the earlier chapters.

The Official Plan

It is intended that the present report, with such modifications as may be necessary after it has been fully reviewed and discussed, should form the basis of what would be, in effect, the general, City-wide selection of a new Official Plan of the City. The Official Plan, which is the basic legal instrument of local planning, is adopted by the municipal council on the recommendation of the Planning Board. When approved by the Minister of Municipal Affairs it becomes a binding legal document, and "no public work shall be undertaken and .... no by-law shall be passed for any purpose that does not conform (with the Official Plan" (The Planning Act, s. 15).

The Official Plan has certain limitations. It is binding only insofar as it deals with what the City can do and permit; it cannot control the actions of the Metropolitan or other levels of government, though it is reasonable to assume that it would - and certainly should - be taken into account by them. The City itself is not compelled to carry out measures included in the Official Plan though legally it cannot act in any way that is in conflict with it.

The Official Plan should deal with the following general areas:

1. General planning objectives, principles and policies, as discussed in Chapter II of this report.

2. Land use. With respect to the use of land, the Official Plan should depict the general pattern of the City which is sought for 1981 rather than specifying boundaries and regulations in detail. A particular locality might be designated as "high density residential", for example, without defining any precise boundaries (except where there is an obvious physical boundary such as an expressway), or implying that the area in question

would consist solely of apartments by 1981, or guaranteeing that apartments would even be permitted for some years. The purpose would be to indicate that this was a general area in which apartment building would be permitted at some time before 1981, subject to demand, to the availability of services and to the maintenance of acceptable standards as required by the appropriate by-laws. The staging and other conditions of development would be set out in general terms in the text of the Plan; while the instrument of administrative control, operating under the general guidance of the Plan, would remain the Zoning By-law (see below, p.65).

3. Transportation. By far the greater part of the transportation proposals made in this report lie within Metropolitan jurisdiction. Since the City cannot control Metro policies or actions, the incorporation of these proposals in the City's Official Plan would be of no legal effect; but it would be a firm statement of civic policy and a commitment to certain measures rather than others. A firm stand by the City on, for example, a new Queen Street transit line, made as definite and official as lies within the City's power to do, might be expected to carry some some weight in the determination of Metro policy. As to proposals which would be carried out by the City itself, the City is not committed to undertake them by including them in the Official Plan; but the intention would be made clear and, in effect, a general policy directive given to the appropriate departments.

4. Parks and Recreation Areas. In Chapter VI certain recommendations are made for amendments to the Official Plan in connection with the ravines. The general intention of these amendments is to establish clearly as civic policy that the ravines should be parks (though not necessarily City parks) and to preclude any action by private interests or by agencies of the City itself that would conflict with this policy. In view of the variety of ways in which the remaining ravine lands can be menaced, by building, filling, dumping, and so forth, the adoption of such amendments is of considerable importance to give them a certain measure of protection. In the case of the waterfront, the lands involved are largely City parks already, and the function of the Official Plan would principally be to indicate a policy and programme for the fullest possible exploitation of the recreational and aesthetic potential of the waterfront.

5. Services. The City's programme for the building of sewers and water mains will be determined for some time to come by present needs, and it will, in turn, to a considerable extent dictate redevelopment policies. Thereafter, development planning and servicing programmes should be geared together through the integration of the City's long-term capital works programme with the Official Plan.

6. Urban Renewal. The carrying out of an urban renewal scheme requires that the area concerned be designated as a "redevelopment area" (The Planning Act, s.20). Such designation, which requires the approval of the Minister of Municipal Affairs, empowers the municipality to acquire and clear land for redevelopment purposes. The municipality's plan of redevelopment must conform with the Official Plan. The carrying out of urban renewal schemes under the adopted residential improvement programme is dealt with in more detail on p. 66, under the sub-heading "Urban Renewal, Residential Improvement and Housing".

Zoning

The enactment and amendment of a zoning by-law (technically, under Part III of The Planning Act, a "restricted area" by-law), is subject to the approval of the Ontario Municipal Board, and is also required by The Planning Act to be consistent with the Official Plan. Broadly, the zoning power enables a municipality to do three things: to determine the kind of development and use of land which may take place in any given area (residential, commercial, industrial and so on); to limit its density, that is, the amount of floor space which may be built on a site; and to establish standards of siting, landscaping and other matters. It is therefore a most important instrument for carrying out the Official Plan. It is the zoning by-law, for example, which establishes precisely where new office and apartment buildings may be erected, on what scale, and with what provision of parking spaces and landscaped open space. It is also the zoning by-law which, on the other hand, does much to maintain the pleasantness and value of many parts of the City by ensuring that they will not be invaded by forms of development incompatible with their established character.

Since both the Official Plan and the zoning by-law are legal documents dealing, in whole or in part, with the use and development of land, the question of the relationship between them inevitably arises. The Official Plan is a policy document which establishes the broad pattern of development envisaged as an appropriate objective over a fairly long period of time, and also sets out the principles and staging involved in reaching that objective. It should not imply civic commitments with regard to particular sites at particular times. The zoning by-law, on the other hand, is an instrument of day-to-day development control in which requirements are set out in detail to determine precisely what may be done with every parcel of land in the City at any given time, and under what conditions. The Official Plan deals with eventual aims, the zoning by-law with immediate circumstances, in which, of course, the broad policies established by the Official Plan are included.

Consequently, it is not intended that the adoption of a new Official Plan should promptly be followed by large-scale revision of the City's present zoning (though a review of zoning would be necessary to ensure that unintentional discrepancies were eliminated). Amendment of the zoning by-law should be carried out subsequently on one of two bases. First, the by-law should be amended to accommodate new development where

specific proposals are received that are both consistent with the general policies established by the Official Plan, and acceptable with regard to the circumstances specific to the site and timing and the standards established in the by-law itself. Second, zoning changes may follow detailed examinations of particular areas in the course of District Appraisals and other local planning studies.

Urban Renewal, Residential Improvement, and Housing

This sub-heading covers all those activities which involve positive municipal action in improving parts of the City through public works and by acquiring and clearing seriously decayed properties, improving properties which are deteriorated or obsolescent but capable of reclamation, and construction of public housing. So far, attention has been focussed almost exclusively on residential renewal and no detailed proposals have been made for public action in respect of, for example, industrial and commercial properties. With financial aid from the federal and provincial governments now available for non-residential renewal this will change, and proposals will be made in the preparation and revision of district appraisals.

Recent amendments to the National Housing Act and provincial policies are very sweeping in their effects, providing extended financial aid for a much broader and more diversified approach to urban renewal than was previously the case. This aid now includes the following:

1. A 75% federal-provincial share of the costs of carrying out a renewal project, including clearance and necessary public works and other public improvements.

2. A 75% federal-provincial share of the costs of preparing an urban renewal scheme, including all necessary research and planning, and of employing staff in acquisition and clearance and in assisting property owners and residents.

3. Federal loans of 2/3 of the City's share of all the costs mentioned in 1 and 2.

4. Alternative methods of financing subsidized public housing:

   (i) federal-provincial-municipal sharing of all costs on a 75%-17½%-7½% basis;

   (ii) federal loans of 90% of capital costs to the Ontario Housing Corporation, and contributions of 50% of operating costs, the municipal share to be 7½% of operating costs only (42½% being absorbed by the Ontario Housing Corporation), or in the case of housing for the elderly, the equivalent of realty taxes over $25.00 per unit per annum.

5. Loans for limited-dividend housing projects.

Capital Expenditures and Financing

Out of an examination of the various policies and measures discussed in the preceding chapters the question inevitably arises: what will this plan cost? In one sense, the answer is "nothing", for the plan does not itself cause expenditures to be made. The financial costs are created by the growing needs of the growing City; the plan merely identifies the needs and sets out the best means of dealing with them, and indeed permits economies to be made through the orderly planning of expenditures and the intelligent use of the City's resources. But meeting the needs will be costly, and some discussion of their financial implications is in order.

In general, the large costs fall under three headings. There are expenditures on expressways, mass transit and other undertakings which would be the responsibility of Metropolitan Toronto, the Province of Ontario or some regional agency not yet established. Although the City has to bear its share, no attempt has been made to estimate such costs because they would demand technical studies in a much wider geographical context than the City of Toronto alone. Second, there are costs attributable to the Residential Improvement Programme. These have already been discussed, though it should be pointed out that a more extensive improvement programme not confined to residential areas is indicated by the industrial and commercial chapters of this report, and specific proposals and cost estimates will emerge from district appraisals and other detailed studies.

The third category of expenditures includes those costs which arise, primarily in the residential parts of the City, from the need to bring the various kinds of service to an adequate standard. Here the cost figures are alarming. In the coming years the City will be forced to deal with the consequences of past failure to maintain standards and of the deterioration of old sewers and other services; a situation to which will be added the impact of continuing redevelopment and rising population. Three examples will suffice to indicate the scale of the problems.

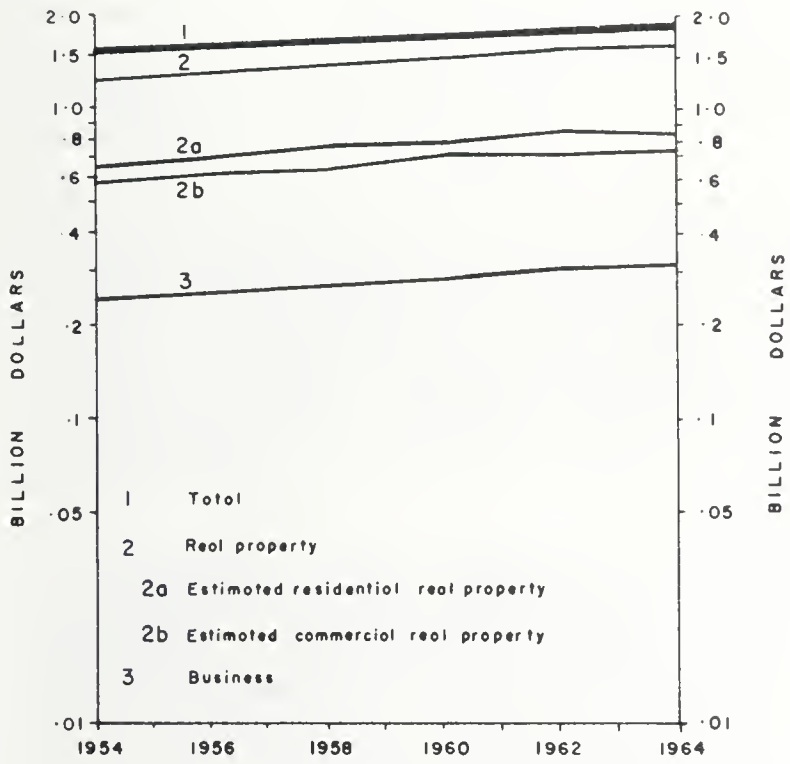
The Commissioner of Public Works has recently reported to Council on the need for sewers in the City. The total cost of the works proposed would amount to about $155 million. Failure to carry out the proposed programme would effectively prevent redevelopment in many parts of the City, but in fact much of the cost is attributable to the need to remedy conditions already in existence.

The cost of carrying out a sewer construction programme in the areas where it is a matter of high priority would alone amount to nearly half the cost of the total programme ($55 million).

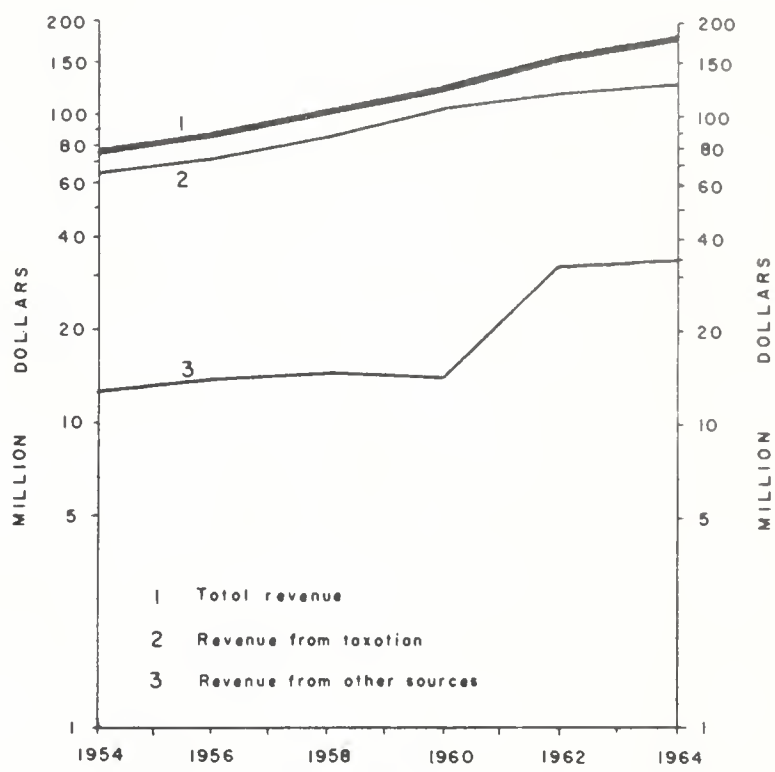
On the basis of the calculations described in Chapter III, Toronto could have 27,600 elementary and 26,800 secondary school pupils more in 1981 than in 1961. On the basis of school construction cost standards of the Metropolitan Board of Education, City Board of Education site standards, and a blanket site cost of $6.00 per square foot (based on current average residential land costs), the amount required to supply

CITY FINANCE

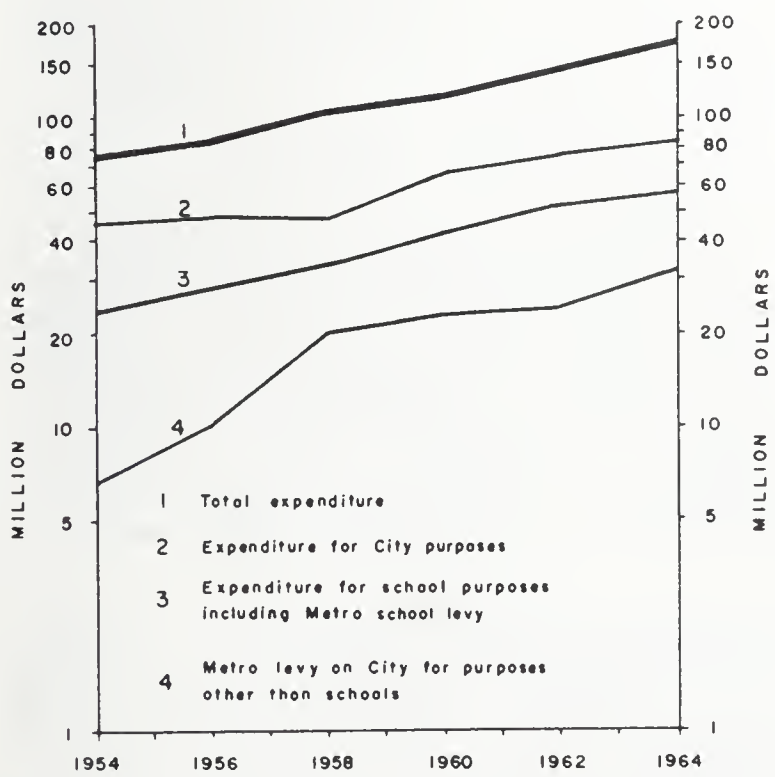
CITY TAXABLE ASSESSMENT



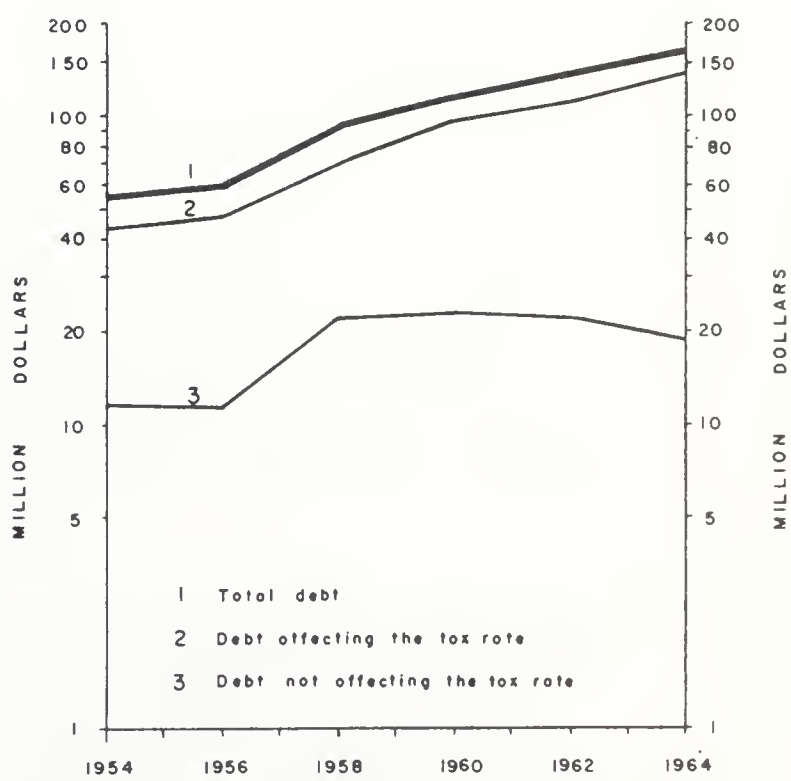
CITY REVENUE



CITY EXPENDITURES



NET DEBENTURE DEBT



adequate school accommodation for such an increase would be, in 1965 dollars, nearly $52.5 million for elementary schools and over $91.5 million for secondary schools - a total of $144 million. The share of this sum which would have to be borne, directly or indirectly, by the City, depends on provincial government policy and other factors, but on the basis of the present grant structure it is reasonable to assume that it would not be less than half.

Chapter III also pointed out that to achieve the adopted standard of park space for the potential 1981 population would entail the addition of 1,600 acres to the present area of parks. Using the same average land cost of $6.00 per square foot, this would mean an expenditure of over $418 million. Merely to maintain the present inadequate level, assuming that the potential population increase takes place, would cost $52.3 million.

The school and park figures are of course very rough approximations. They would be reduced somewhat if the population increase is less than indicated; they could be marginally reduced by acquiring lower-cost land - for example, abandoned or obsolete industrial sites. Some aid might be forthcoming from the senior governments for park acquisition under urban renewal legislation. But a lower rate of gross population increase would not alter the fact that a changing population structure will mean many more school children and young adults. No mention has been made of other services and facilities which the City should supply and in some cases may have to supply - for example, the recreation and community centres that will be badly needed by a young population of whom many will be living in apartments. It is abundantly clear that the City will be faced with enormous financial demands in meeting its citizens' needs in the coming years.

Two conclusions emerge from this. First, the financial needs of Toronto are becoming completely different in scale from what they were even in the recent past. The relatively few and simple requirements of a few decades ago, which the present system of municipal finance was designed to meet, have been completely altered by the growth and increasing complexity of the City and by changes in the whole society of which it is a part. This is a state of affairs by no means unique to Toronto; it is true of every great western city. A new urban phenomenon is being born, so large, so complex and so demanding that it is rapidly becoming apparent that the fiscal arrangements that served earlier generations are entirely inadequate to meet its needs. It seems clear that senior governments will ultimately be compelled to undertake a wholesale reform of the financing of the great urban agglomerations and accept the existence of a new kind of entity with new kinds of needs.

The second conclusion is that within the City itself long-range financial planning and capital works budgetting must be co-ordinated with long-range development planning. Capital works programmes and budgets must match the City plan so that it will be strengthened, reinforced and made more effective, while the works programmes can be carried out with the greatest possible efficiency and economy. The City cannot afford the luxury of unplanned, piecemeal provision of public works and facilities.

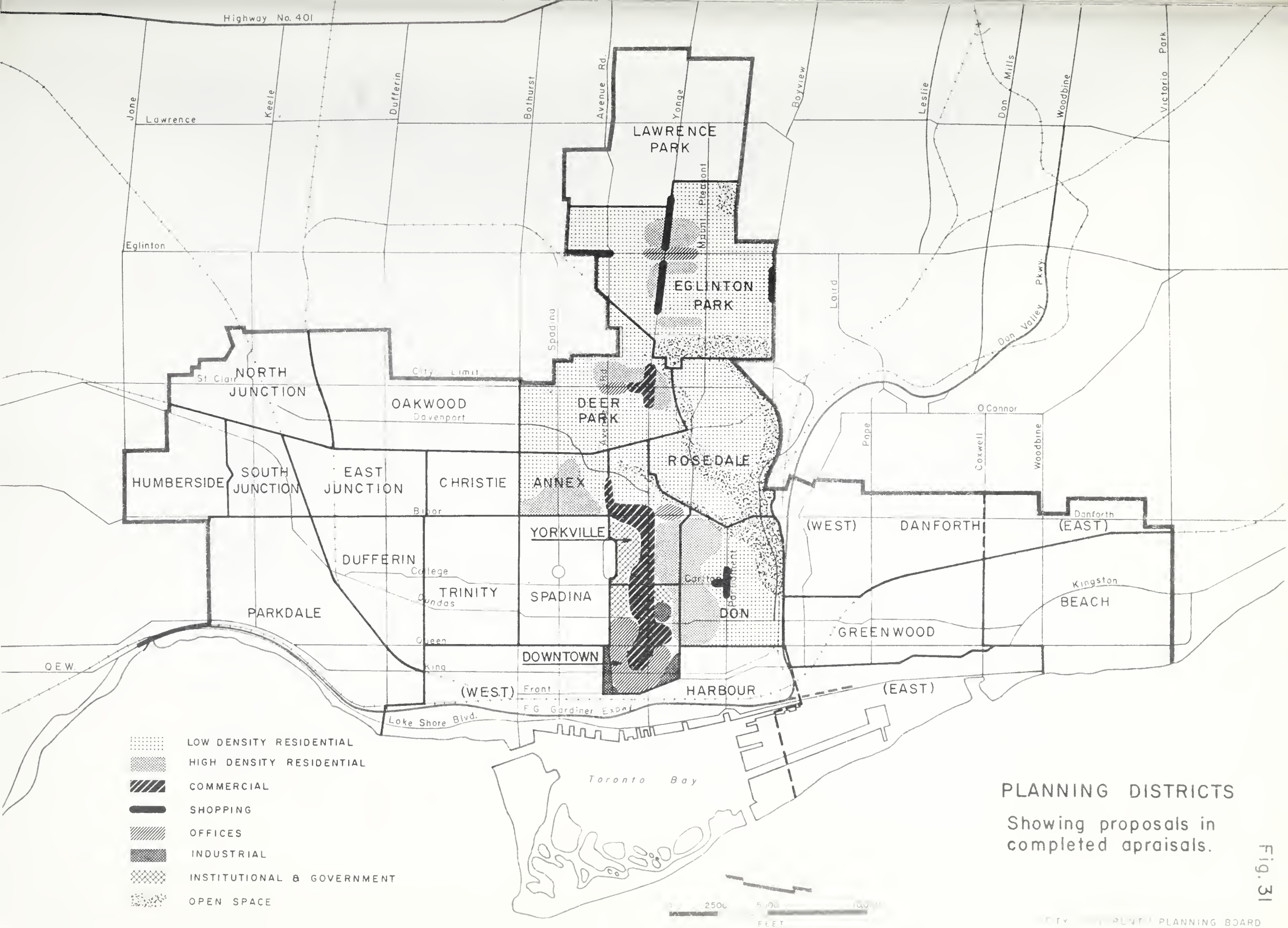
Other Measures

The chief means by which the City can act to put the plan into effect have been outlined above, but there are many matters where the City must depend on the cooperation of other governments, enlist and support and participation of private individuals and groups, or seek new legal powers. Expressway construction and rapid transit policy, for example, are Metropolitan responsibilities and cannot be dictated by the City. The location of educational institutions and of public buildings such as post offices likewise cannot be determined by the City. In such matters the City must depend on the persuasive power of the Official Plan itself and on negotiation and discussion. In particular, the City should make representations to the provincial government on the matters which are of special importance to the City but not within its jurisdiction, notably the regional transportation system.

Even where private actions are concerned the City may have to seek some additional legal powers, for example, authority to establish a system of design review to ensure high standards of design in locations of special importance. But the full success of the plan depends to a very considerable extent, in a democratic society, on its acceptance by the people of the City and their willing cooperation.

Summary

A plan which cannot be carried out is useful only to collect dust in a pigeonhole. This report proposes a series of measures which can be put into effect in various ways, by the use of legal instruments and by positive programmes on the part of the City itself. The City's basic intentions and policies will be set out in the Official Plan, which will serve to inform and guide the public and the various authorities over which the City does not have jurisdiction, as well as directing the subsequent measures undertaken by the City itself. Among other things, the Official Plan will indicate in broad and general terms a desirable development pattern for the City in 1981, and this will direct the day-to-day administration and amendment of the Zoning By-law. The Official Plan will also outline a plan for the improvement and renewal of residential and, eventually, other areas, to be carried out through an improvement programme financially aided by the federal and provincial governments. Not everything in the plan, however, can be effected by the City; some of the chief aspects are the responsibility of Metropolitan Toronto, whose cooperation will have to be sought. The cooperation of many private individuals, groups and organizations will also be needed if the aims of the plan are to be fully accomplished. In addition, it is clear that the financial costs of meeting Toronto's needs in the near future will be enormous, and it must be hoped that this problem, which cannot be solved by the City alone, will be recognized by senior levels of government and appropriate steps taken to deal with it.



PLANNING DISTRICTS

Showing proposals in completed apraisals.

Fig. 31

CHAPTER XI

THE PLAN: A SUMMARY

The Basis of the Plan

The City is always changing. Metropolitan Toronto is growing very quickly, and as it does so, new expressways and subways must be built to bring its people to the heart of the City, new buildings must be erected to serve them. At the same time the population of the City itself is going to grow, and in particular there are going to be far more young people than there are now. Many of the City's houses are quite old, and as they get older some will have to be removed and the others improved and maintained. Shopping patterns are changing; some shopping districts are prospering and others declining. New office concentrations are coming into existence. Some industrial areas are cramped and need better access and room to grow; others are stagnant and may disappear in time.

These changes must be planned for if the City is to continue to work efficiently and to provide a good environment for its people, and the plan itself cannot be static but must be revised and adapted to meet changing needs and circumstances. This report outlines the changes that need to be made to the City's Official Plan, amounting in effect to a completely new one, and also sets out policies and programmes to be put into effect in various ways. Together, these will provide a general framework for the guidance of the City's development to 1981, which will be elaborated by district appraisals and other kinds of detailed study.

The new plan proposes the strengthening of downtown Toronto as the focus of the whole Toronto region, providing a wide range of services in a handsome setting worthy of a great city - financial and business services, shopping and entertainment, and so on. As a corollary, this centre must be easy to reach from all parts of the region. To try to accomplish this exclusively by expressways, however, would disrupt and eventually threaten to destroy the City, and the long-term solution to the problem of regional transporation would appear to lie in fast commuter train services between central Toronto and other cities in the region lying beyond the main urban area. In Metropolitan Toronto itself, the regional transportation system should be integrated with the local system of subways and surface arteries and with commuter parking facilities to allow convenient movement from one system to the other, particularly from commuter train and expressway to subway.

The local transportation system, particularly the intersections of the subway with main roads, provides the logical basis for a series of focal points of intensive development, including both a range of services for the surrounding districts and a concentration of apartments, together with, in some cases, specialized functions such as office groupings. These sub-centres can be regarded as local "downtowns", with shopping, entertainment, employment and other facilities grouped there.

Residential Districts

Changes in the structure of its population will leave the City with many more young adults than it has today, and many more families with several children, imposing new demands on the available housing stock. At the same time, large numbers of apartments will be built, replacing some of the houses in existence.

Nevertheless, most of the City's residential area will not be affected by major changes by 1981. It will, however, be steadily aging, and many houses will have reached the point at which renovation and improvement becomes essential if good housing conditions are to be maintained and spreading decay averted. Therefore, one of the most important areas of policy for the City should be the maintenance and improvement of the stable residential districts. The implementation of such a policy is many-faceted; it includes protection by zoning, enforcement of building and housing standards, provision of aid and information for private improvements, good municipal "housekeeping" - garbage collection, street maintenance, tree planting - and where necessary and feasible, such measures as replanning of streets and the provision of local parks and parking space. Above all, perhaps, everything possible should be done to encourage a feeling of stability and permanence and to mitigate the disruptive effects of expressway and subway construction and similar major works.

Apartment building will proceed at an average of some 3,000 to 3,500 units a year. Areas already designated for redevelopment are adequate to accommodate this rate of growth for a number of years, but in order to ensure a choice of sites and at the same time to give home-owners confidence in the future of their neighbourhoods, the Official Plan should indicate suitable locations for apartment expansion. Within these areas, actual changes in zoning to permit apartment building to take place would continue to depend on the current need for sites, on the availability of services (particularly sewers), on the impact on the surrounding district, and on the maintenance of acceptable standards of density, building bulk, parking and other factors controlled by the Zoning By-law. Residential redevelopment outside the designated areas would not be altogether excluded, but would depend on special circumstances such as the need to replace decayed housing or non-residential intrusions in residential areas.

A programme for improving housing in the older parts of the City has already been approved by Council. It involves the clearance and replacement of seriously deteriorated buildings but emphasizes improvement and renovation wherever possible. An important feature of this programme is that it will be financed by the federal and provincial governments as well as by the City.

While people displaced by the residential improvement programme will as far as possible be given the opportunity to return to the new housing that replaces the old, it is clear that there will be a large number of people with low incomes, and often with large families, for whom decent accommodation at reasonable cost cannot be provided within the City. To meet their needs an extensive programme of public housing in suburban locations will be essential.

Apart from maintaining an acceptable level of housing quality, the great problem to be faced in the residential parts of the City is the cost of providing the public services and facilities their people will need. Sewers are already inadequate for many areas, and the Commissioner of Public Works estimates that the total cost of remedying existing deficiencies and meeting the needs of new development will exceed $155 million; the cost of providing schools and their sites for the children of 1981 could be over $140 million; and just to maintain the same proportion of park acreage to population as at present, which is well below the standard adopted by the City, would cost up to $50 million or even more.

Commercial Districts

The Downtown area is the home of Toronto's financial core, which serves all Canada as well as Ontario, and also of the great department stores which serve Toronto and its region. The downtown office district is tending to become more specialized, concentrating on financial, insurance and corporate head offices and the professions which serve them - law, accountancy and so on - while part of the expansion of other kinds of business is taking place in sub-centres along the Yonge Street subway. A somewhat similar trend is taking place with shopping; for example, the Bloor-Yorkville area has emerged as the centre of "carriage trade" shopping, and there are also other kinds of specialized shopping districts, such as the Kensington Market, outside the downtown area. Nevertheless, the Downtown area still shows great vitality and is growing very rapidly, as witness such vast schemes as the Toronto-Dominion Centre and the redevelopment of Eaton's properties.

In addition to the various specialized shopping areas are the many local shopping districts which serve the daily needs of the areas surrounding them. These have generally grown as strips along main streets and today suffer from lack of parking and other problems in the face of competition from new shopping centres. Some are declining; others, however, remain prosperous despite their difficulties. In general, City policy should be directed towards the consolidation of healthy local shopping districts, reinforced by measures to remedy their deficiencies, and the gradual elimination of those that are poorly located and declining, to be replaced by housing or whatever other use may be most appropriate in particular locations. To a large extent the measures adopted will depend on the detailed examination of each shopping district, but will in general include appropriate zoning, traffic improvements, provision of parking and in some cases public redevelopment. Other measures may be needed in particular cases.

Industrial Districts

Industry in Toronto is varied and on the whole prosperous. Certain industrial areas, however, are declining, and such problems as obsolete buildings, lack of expansion space, inadequate access and parking, and dirt and unsightliness are widespread. Isolated industries constitute undesirable intrusions in residential areas, and conversely, patches of dwellings in predominantly industrial areas provide poor housing and take up space needed for industrial growth, parking and

access. The City should encourage the elimination of declining industrial areas and intrusive pockets, using urban renewal techniques where necessary, and replacing them with housing, schools or whatever else may be appropriate. On the other hand, viable industrial areas should be protected against the intrusion of non-industrial uses which may be able to pay higher prices for land; decaying housing should be removed, and access and parking improved. There is a need for accommodation for small new industries at low rents, and this could best be met by multi-storey buildings provided with the necessary facilities and renting small units of space. Urban renewal legislation might be used to help accomplish this.

Major Parks

Toronto has two great assets in its ravines and its waterfront. The central ravine system, comprising the Moore Park, Vale of Avoca and Rosedale Valley ravines, can be developed as natural parks of great beauty, with walking, riding and ski trails, offering the citizens of Toronto ready escape from the concrete, brick and asphalt of the central city. Appropriate designation in the Official Plan and the Zoning By-law, necessary property acquisition and clearing and developing should follow the proposals set out in the City of Toronto Planning Board's report on Natural Parklands. Stretches of ravine in other parts of the City, some already used in part as parks, can be linked together and improved to provide walking routes.

The eastern and western beaches should be generally improved by landscaping, improved parking and access, addition of new facilities and the creation of walking, cycling and riding trails. Additional waterfront parkland can be created by fill to the east of the harbour to provide an almost continuous stretch of waterfront parkland, including the Islands, from the eastern City limits to the Humber. Study should be given to the development of a varied recreational complex to the east of the Canadian National Exhibition, embracing the present Midway, Marine Museum, Fort York, Coronation Park and other features of the area.

Education and the Arts

It is evident that the University of Toronto will not be able to accommodate the demand for undergraduate places from the City in 1981, and York University and Scarborough and Erindale Colleges will not be able to fill the gap adequately because of their suburban locations. There will therefore be a need for a new, centrally located city college or university, a site for which might be found on the railway yards south of Front Street and east of Spadina. The University of Toronto will also need to expand southward, Ryerson Institute will expand, and there will be a need for a community college within the city, which should also be centrally located.

The arts as well as education will play a vital part in the life and prosperity of Toronto. The St. Lawrence Centre should continue to grow, adding buildings to house all the performing arts, and the Art Gallery and College of Art should provide the nucleus of a visual arts centre. But in addition, facilities for plays, concerts, exhibitions and many other activities should be made available throughout the City to encourage small and local groups and bring the arts into the mainstream of everyday life.

Transportation

A transportation system for the City can only be considered in the context of the development of the whole Toronto region. If this development takes place in such a way that movement to and from the region's centre - Downtown Toronto - is compelled to depend largely on cars carried by expressways, central Toronto is bound to become seriously congested by traffic and its efficiency and effectiveness as a regional centre seriously impaired. It would therefore be best to create a pattern of concentrated outlying urban areas focussed on railway lines which could carry large volumes of passengers into the City, keeping expressways to the minimum needed to handle essential road traffic, especially commercial and industrial vehicles, and random movements. Within the City, mass transit should similarly be chiefly relied on for movements to and from the centre, with surface arteries performing a function analogous to that of the expressways at the regional level. The two systems, regional and local, should be linked by interchange points and commuter parking facilities, and in particular, by a major transportation terminal at Union Station.

In accordance with these principles, some form of rapid transit service should be established along the line of Queen Street to serve the downtown area, and the possibility of a rapid transit link to serve the Canadian National Exhibition, the Island Airport, the Island Park and possible future developments east of the C.N.E. should be examined. The proposed Spadina rapid transit line and the extension of the Yonge Street subway will both be needed eventually.

The Gardiner Expressway should be completed. It would be desirable to continue the Spadina Expressway directly south to the Gardiner, and to build the extension of Highway 400 close to the railway lines. Considering the disruption it would cause, the case for the Crosstown Expressway does not seem to be established beyond question.

The wholesale widening of surface arteries in a fully developed area is a questionable policy, though in certain cases this would be appropriate and beneficial in terms of redevelopment or enchancing the Downtown area.

The Quality of the City

The quality of the City as a place to enjoy working and living in, visiting and exploring, should be enhanced in every possible way as changes take place. Not only should its natural assets, the ravines, the lakeshore and the escarpment, be improved and visually exploited as much as possible, and its trees preserved and added to, but the individual character of the different parts of the City should be maintained and focal points and major centres emphasized and beautified. As these centres grow and change, squares, fountains, sculpture and other features should be created and good design of building groups encouraged. Main routes and transportation lines should also be made as handsome and distinctive to use as possible.

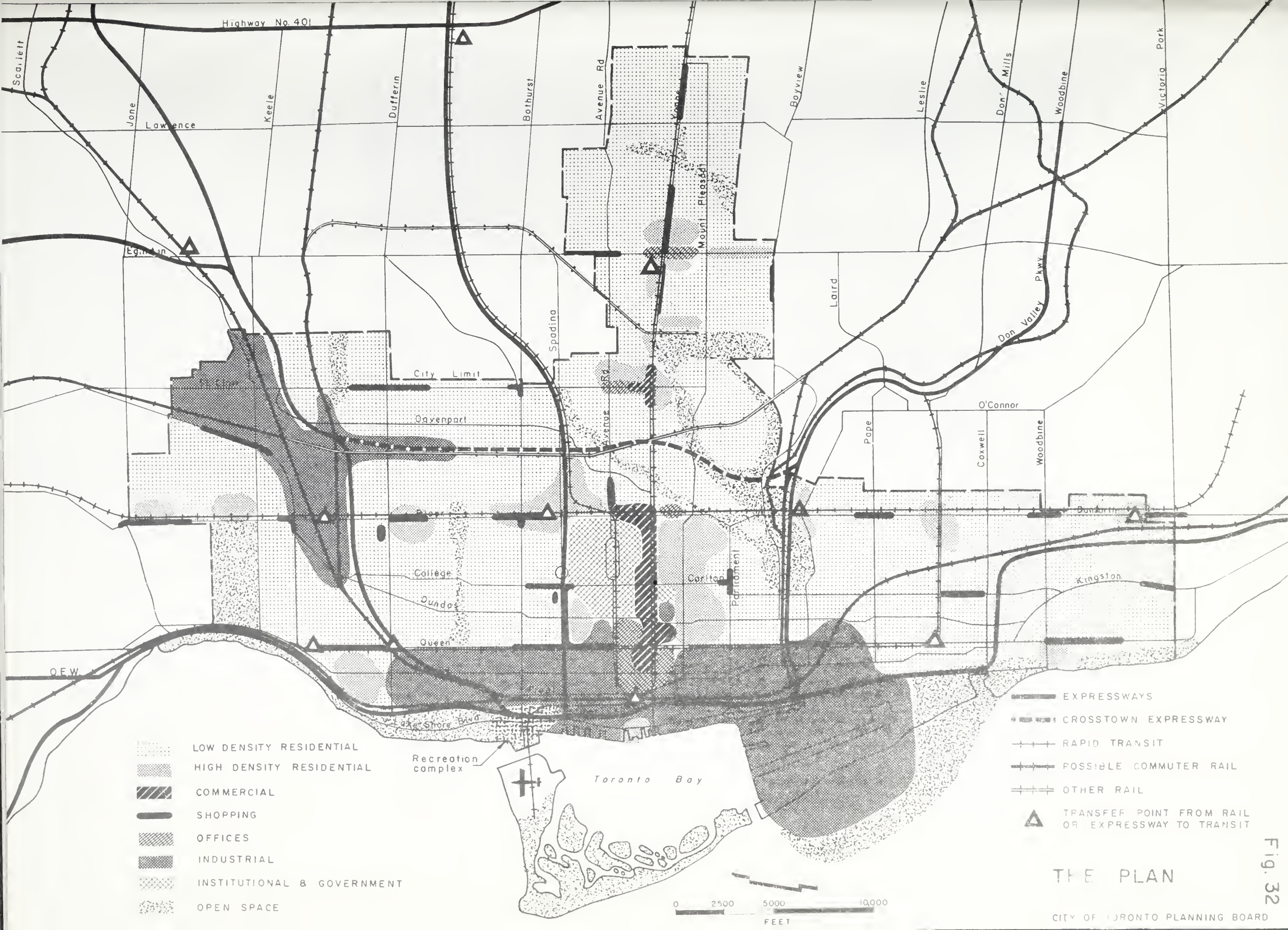


Fig. 32

THE PLAN

CITY OF TORONTO PLANNING BOARD

The Implementation of the Plan

This report is intended to be the basis for a comprehensive revision of the City's Official Plan, which, when adopted, will govern future municipal policies and programmes. The revised plan should deal with general planning objectives, principles and policies; development and the use of land; transportation; parks and recreation areas; services; and urban renewal. The section dealing with development and land use will be carried out mainly through the adminstration and progressive amendment of the Zoning By-law. Major transportation proposals would be the responsibility of other levels of government, provincial, regional or metropolitan, with the City playing its due part. Transportation measures and servicing programmes for which the City is responsible, and all or part of the provision of parks (depending on the share assumed by Metropolitan Toronto, which would not include local parks) would be carried out under the City's capital works programme, and urban renewal and residential improvement under the programme already adopted by City Council, with financial assistance from the federal and provincial governments.

The plan itself does not create additional expenditures. On the contrary, the integration of long-range planning and capital budgetting can result in substantial economies. But the expenditures which will be needed as a result of the City's development will be very high, because the acquisition of land, the creation of parks, and the building of schools and services to meet the needs of the growing City will be costly. It is plain that the present fiscal arrangements will not be adequate and that financial responsibilities must be revised if the needs of Toronto's citizens are to be met.

The Significance of the Plan

A new era is in prospect for Toronto. The time when the City could grow outwards on unused land within its boundaries is long over; the time is imminent when much of the City's aging fabric will need to be renewed or replaced. The growth of the region of which the City is the heart imposes new and heavy demands on the City itself. These changes cannot be escaped, and they can be ignored only at the price of the gradual deterioration of the City as a place to live, to work in, and to enjoy. If change is to mean improvement and progress, it must be guided with foresight and care. It is at once a great challenge and a great opportunity. This is the significance of the plan.